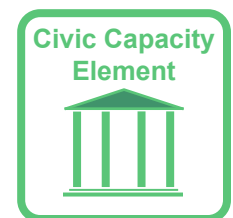


# We Create White Center Neighborhood Action Plan



University of Washington Urban Design and Planning

In partnership with:  
White Center Community Development Association



*This plan was funded through assistance from:*

White Center Community Development Association

The Annie E. Casey Foundation's "Making Connections Initiative"

King County

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*June 2007*

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## Vision

During a community meeting held on November 14, 2006, a vision was created for White Center. This vision was an integral part of a larger plan-making process that extended from 2006 to 2007. The intention of the process was to bring residents and stakeholders together to discuss their ideas for White Center, the things they wanted to preserve and change, and how the neighborhood should look in the future. The following vision statement was prepared:

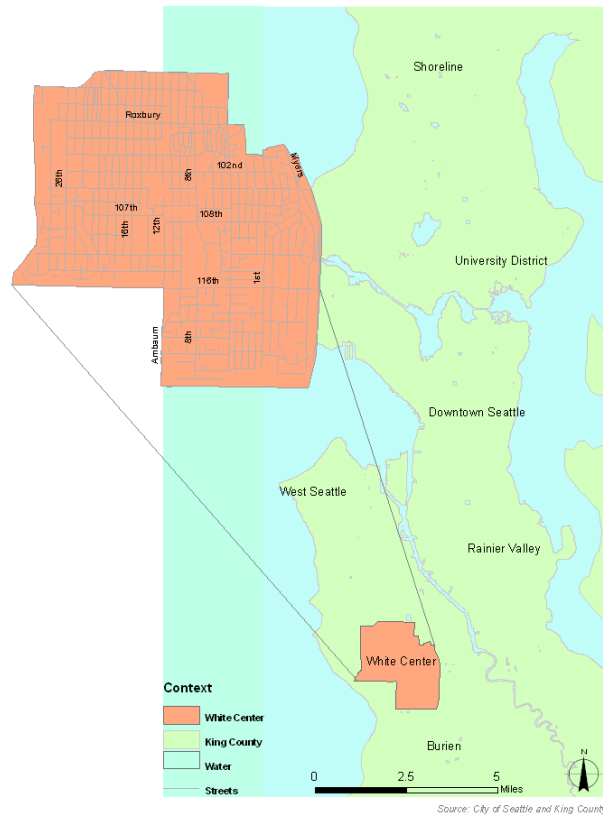
In the future, White Center will be a thriving community of ethnically and economically diverse residents, where the small-town character is preserved in the business district, where the streets and parks are safe to walk in at all times of the day, where there is a mix of job opportunities, where youth thrive and live healthy lives, and where White Center is known for its quality of life, clean and safe environment, and family friendly atmosphere.

The current document represents a plan to achieve this vision.

## White Center History and Context

In order to understand the importance of a community-driven vision and plan for White Center, it is necessary to first identify the area's physical location and boundaries and to discuss its history. White Center is located in an unincorporated area in southwest King County. According to the community-identified boundary, it lies adjacent to Seattle, while its southern border touches the municipality of Burien, as shown in Map I. The physical boundary of the area includes the entire unincorporated area

Map 1: Context map of White Center



west of State Route 509 plus the area north of SW Roxbury Street, and the northern border of this area follows SW Henderson Street, from 4th Avenue SW to Delridge Way, continuing west as SW Barton Place, until it meets the neighborhood's western boundary at 30<sup>th</sup> Avenue SW. As defined, the White Center area comprises approximately 3.67 square miles.<sup>1</sup>

White Center has a rich and varied cultural history. The community began to develop early in the 20<sup>th</sup> century as more people moved to the Seattle area, and it attracted growth because of its abundance of low cost, vacant land. Business and commercial development in the area soon began expanding along 16<sup>th</sup> Avenue SW because this street served as the midpoint destination for

<sup>1</sup> White Center Community Development Association, 2007.



an electric streetcar connecting White Center to Burien, Seattle, and the adjacent shipyards and industrial areas. The first commercial building was constructed in 1915 at the corner of SW Roxbury Street and 16<sup>th</sup> Avenue SW and housed the White Center Theater, a restaurant with a dance hall above.<sup>2</sup> White Center's first housing boom occurred along the streetcar route during the 1920s, and the need for defense industry workers during World War II, coupled with White Center's convenient access to regional commercial and industrial areas, led to a second housing boom in the 1940s.<sup>3</sup> From 1936 to 1958, the number of lots in White Center increased from 58 to 263.<sup>4</sup> The construction and operation of State Route 509, a heavily used route adjacent to White Center, further encouraged development in the 1960s, and since then numerous waves of immigrants and refugees have settled in the community as White Center continues to develop its cultural identity.

Today, White Center is a diverse neighborhood that is home to many racial and ethnic groups. The population of White Center includes an extremely diverse working class, with people of color making up nearly 50% of the community. In addition, over a quarter of the residents in the area are people under the age of 18.<sup>5</sup> This vibrant character and unique diversity is White Center's greatest asset, but the community faces substantial challenges as well. Income, employment, and education levels in White Center are lower on average than those in the rest of King County, and crime and health problems tend to be higher

than elsewhere in the county.<sup>6</sup> Compounding these problems is the fact that White Center is an unincorporated area of King County and does not have the resources to address many of these issues.

With the adoption of the Growth Management Act in 1990, unincorporated areas of Washington State located in urban areas have faced pressure to incorporate into nearby existing cities or establish their own cities. Due to the urban nature of White Center, the neighborhood has the need for high levels of service typically provided by cities, but it cannot satisfy this need without help from the county and adjacent cities. Future annexation of White Center into either the City of Burien or the City of Seattle is likely and may act as a remedy to some of these service problems.

### Looking to the Future

White Center is a neighborhood in transition due to inherent pressures from population growth, poverty, annexation discussions, and the threat of gentrification. Maintaining the diversity and character of the neighborhood in the midst of change will be a challenge, yet the community has clearly indicated that preserving the unique character of the neighborhood is vitally important. To clarify the intention of the community during this time of change, a document that clearly states the goals, visions, and desires of White Center has been created. This neighborhood plan is a written document that expresses the community vision in the face of future annexation and new development and it can be used to communicate to decision makers what is important to the community.

### Project Background

This neighborhood plan was created through

<sup>2</sup> *White Center: Main-Street Use and Design Guidelines*. Seattle: UW Architecture Storefront Studio, 2004.

<sup>3</sup> During this second housing boom, White Center Heights (later known as Park Lake Homes I) was created. This large housing development has recently been redeveloped into Greenbridge and is projected to be completed by 2012.

<sup>4</sup> Cote, Katie. "The Rise of the Working Class Suburb: Settlement and Growth of White Center from Streetcar Town to Blue Collar Suburb 1910–1950." Seattle: University of Washington, 2007.

<sup>5</sup> King County, "White Center and Boulevard Park Community Data," King County Web site, <http://www5.metrokc.gov/reports/health/>, 2000.

<sup>6</sup> Making Connections, "A Profile of White Center," King County Public Health Department.



a collaborative effort between the White Center Community Development Association (WCCDA) and the University of Washington's Department of Urban Design and Planning (UDP).

The WCCDA is a community-focused, non-profit organization that promotes three goals to improve the quality of life for the residents of White Center:

- Promoting the economic development of White Center, particularly in the downtown business district
- Preserving and creating quality affordable housing
- Building a strong community through advocacy and community engagement.

The WCCDA recognized that the community needed a plan to identify problems and develop useful recommendations. To this end, graduate students from the Department of Urban Design and Planning of the College of Architecture and Planning at the University of Washington worked with the WCCDA to develop a neighborhood plan for White Center. Through a process that included community outreach efforts, extensive in-depth research, and field data collection, the students were able to formulate a neighborhood plan that offers suggestions for how to guide development in the White Center community.

Work on the neighborhood plan took place over two academic quarters of coursework at the University of Washington. The winter quarter White Center Studio, from January to March 2007, required students to develop an Initial Conditions Report that incorporated information from previous White Center studies and self-collected data to evaluate the current state of White Center. This part of the process ended with a community workshop on February 28,

2007, at which further information was gathered from the public that allowed the class to proceed with the next step.

During the spring quarter White Center Studio, from March to June 2007, the students worked closely with community members and stakeholders to develop alternatives, recommendations, and steps for implementing specific projects for six focus areas identified by the community.

These focus areas, which have become elements of the neighborhood plan, are (1) public safety and the pedestrian environment, (2) business district development, (3) employment opportunities, (4) affordable housing options,<sup>7</sup> (5) increased civic capacity, and (6) identification of future land uses to meet plan goals. The findings of these groups were presented to the community at a public meeting held on May 31, 2007.

On the following page is a synopsis of each element.

<sup>7</sup> The area of housing was not mentioned in the original community vision but was included based on the perceived importance of housing in White Center as determined at the community workshop on February 28, 2007.



### **Element 1: Public Safety and Pedestrian Environment**

The public safety and pedestrian environment element of the plan seeks to enhance the pedestrian experience through both infrastructure and perception improvements to not only make the neighborhood more accessible but also to increase social interaction and decrease crime and social problems. This plan element focuses on the pedestrian experience, with the goal of making the community a more accessible, safe, connected, pedestrian-friendly place to live.

### **Element 2: Downtown**

The downtown development element of the plan aims to increase the appeal of the downtown business district by ensuring that future cultural, commercial, and residential downtown uses cater to the residents of White Center and to visitors. The plan designates a vision of the downtown business district that retains its distinct character and vibrancy by promoting local businesses, creating a pleasant and walkable environment, enhancing the area's physical design features, and encouraging an appropriate mix of family friendly destination businesses.

### **Element 3: Employment Opportunities**

The workforce development and employment element of the plan uses a multi-level approach to workforce development in White Center to identify gaps in the existing network of workforce development programs and training providers within White Center and the surrounding areas. The plan suggests creating an information system that will catalog and distribute information for programs to train and educate residents so that they can obtain secure employment within and outside White Center.

### **Element 4: Affordable Housing Options**

The housing element of the neighborhood plan assesses current housing stock to identify the availability of housing types that support residents of all income levels, including various types of multi-family housing. In addition, the housing component evaluates current housing conditions and recommends ways for property owners and tenants to improve the current housing stock while maintaining an aesthetically pleasing design. Finally, educational programs that address residential density, tenant rights, and financial assistance are detailed to provide residents with important information about housing in White Center.

## Element 5: Increased Civic Capacity

The civic capacity element of the plan endeavors to strengthen White Center's sense of community through various programs and initiatives. As a strong, multicultural community, White Center is a place where individual groups are the heart of the community. This plan element fosters civic capacity in White Center by building upon these extensive cultural assets and the strengths of existing institutions. These strategies address three overarching goals for the community; building White Center's sense of identity, strengthening White Center's community fabric, and promoting civic engagement.

## Element 6: Viable Land Use to Meet Goals

The land use chapter has been designed to take into account all elements within the neighborhood, as well as any anticipated future needs. This element develops a current land-use map using data collected from King County and by physical assessment. Combining the plan elements of pedestrian safety, housing, business development, civic capacity, and employment and education, a future land-use map was created that identifies how the distinct elements tie together and build upon one another.

This report discusses how these six elements were pursued, discusses progress to date, and offers recommendations for further planning of the development of White Center so that it can accommodate the growth pressures being imposed on it while at the same time retaining the neighborhood character that the residents value.





# Public Safety & Pedestrian Environment Element

Public Safety &  
Pedestrian  
Environment Element



Downtown  
Element



Workforce  
Element



Housing  
Element



Civic Capacity  
Element



Land Use  
Element





# 1.0 Element Summary

Developing a pedestrian-friendly community can lead to an increase in social interaction and a decrease in crime and other social problems. Research shows that walkable neighborhoods are more likely to have residents who are politically and socially engaged in their communities. A walkable neighborhood can bolster economic development and health of communities by reducing commuting costs, attracting tourists, decreasing automobile emissions, and increasing the activity level of residents. A healthy, thriving pedestrian environment that encourages mobility for all residents also can contribute to perceptions of safety.

White Center has public and pedestrian safety strengths and challenges. This diverse neighborhood has many residents devoted to effecting positive change. Complicating the pursuit of change are difficult challenges, including deficient infrastructure, a lack of consistent funding to alter this, and negative perceptions of safety.

## Vision

In the future, White Center will be *a community with viable multi-modal transit options and development patterns that enhance and promote an interconnected pedestrian network offering safe, welcoming, attractive, and accessible routes.*

All of the recommendations for improvements to public safety and the pedestrian environment are guided by the goals of accessibility, connectivity, education, quality, and safety. Pedestrian routes were identified to provide connections to key destinations in White Center and are displayed in the map on page 12. These routes served as the basis for many of the recommendations. Recommendations focus on two priorities: low-cost solutions that can be implemented now, and long-term solutions which require substantial investment.

The following low-cost solutions for pedestrian safety in White Center can be implemented

in the near term. These solutions include the following:

## Low-cost route improvements

- **Maintenance:** Improve crosswalk markings at intersections and repaint street lane markings. Repaint “school zone” markings. Trim tree branches on pedestrian walkways. Repair the cyclone fence at the north entrance of Lakewood Park.
- **Safety:** Install crosswalk signs. Install vehicle speed radar reader board. Remove parking on Roxbury from 15<sup>th</sup> Avenue SW to 16<sup>th</sup> Avenue SW. Install walking flags to better identify pedestrians crossing the street.
- **Perception:** Encourage business owners to keep lights on at night and place plantings in entryways.
- **Civic capacity building**
  - Create walking maps for White Center
  - Begin *White Center Walks* pedestrian awareness campaign
  - Improve neighborhood blockwatch groups
  - Sponsor community clean up events
- **Education, enforcement, and evaluation programs**
  - Enhance enforcement activities
  - Implement an evaluation program to measure change in pedestrian traffic over time
- **Effective development and design standards for all projects that occur in White Center**
  - Encourage effective design standards
  - Require future development to enhance the pedestrian experience



## 2.0 Introduction

The medium- and high-cost recommendations have been prioritized according to safety implications, cost, need, and impact of the project. These priority projects are as follows:

### High-priority route improvements

- **Infrastructure:** Install left turn signals. Install sidewalks. Restore and enhance SW 98<sup>th</sup> Street pedestrian/bicycle corridor.
- **Safety:** Install crosswalk countdown signals.
- **Perception:** Install pedestrian-scale street lighting. Improve aesthetics of vacant and private lots.
- **Physical:** Install gateway features downtown.
- **Feasibility studies:** Explore feasibility and basis for ditch enclosures, shoulder and asphalt improvements, and traffic-calming measures.
- **Create a wayfinding system for White Center**

Pedestrian safety concerns White Center residents. This element establishes a course of action to improve White Center's pedestrian experience. This introduction will discuss the vision and goals for the future of the community, identify the importance of walking, and discuss the existing conditions for pedestrian safety in White Center.

### 2.1 Vision and Goals

In the future, White Center will have viable multi-modal transit options and development patterns that enhance and promote an interconnected pedestrian network offering safe, welcoming, attractive, and accessible routes.

This vision will be addressed through goals of accessibility, connectivity, education, quality, and safety. This element also will address bicycle transportation and make recommendations for improvement.



## Goal 1: Create easy pedestrian *access* for all residents and visitors.

- Objective 1.1: Increase the attractiveness of walking as a primary mode of travel.
  - Project 1.1.1: In conjunction with land use changes, create development patterns that accommodate and promote pedestrian travel (see Land Use Element).
  - Project 1.1.2: Designate White Center as a Transit-Oriented Development Center (see Housing Element).
- Objective 1.2: Create pedestrian facilities that can be used by all people.
  - Project 1.2.1: Locate and develop a public plaza(s) (see Downtown Element).
- Objective 1.3: Increase opportunities for people to walk.
  - Project 1.3.1: Develop themed walking maps for White Center (see Civic Capacity Element).
  - Project 1.3.2: Support White Center Music Nights and other planned street fairs and festivals (see Civic Capacity Element).
  - Project 1.3.3: Launch 2007 Sound Bite Festival (see Civic Capacity Element).
- Objective 1.4: Increase downtown destinations that would attract pedestrians.
  - Project 1.4.1: Attract a local bookstore to the downtown (see Downtown Element).
  - Project 1.4.2: Attract a specialty movie theater that brings visitors from outside of White Center (see Downtown Element).
  - Project 1.4.3: Develop an international market that operates as a business incubator focusing on start-up businesses (see Downtown Element and Civic Capacity Element).



## Goal 2: Ensure that pedestrian destinations have safe, direct *connections* that are free from barriers.

- Objective 2.1: Enhance pedestrian routes that connect primary destinations in White Center.
  - Project 2.1.1: Connect 12<sup>th</sup> Avenue SW to White Center Park.
- Objective 2.2: Improve pathways through parks that connect to pedestrian networks on roads.
  - Project 2.2.1: Install signs to improve wayfinding in Lakewood Park.
  - Project 2.2.2: Remove two guardrails that block the 8<sup>th</sup> Avenue SW trail.
  - Project 2.2.3: Improve non-paved trails in Lakewood Park.
  - Project 2.2.4: Add a connection through or around North Shorewood Park.
- Objective 2.3: Install pedestrian-scale wayfinding and signage.
  - Project 2.3.1: Create a wayfinding system that works for the community (see Downtown Element and Civic Capacity Element).



**Goal 3: Increase *awareness* of pedestrian issues, and increase the number of people who choose pedestrian travel as a mode of transportation.**

- Objective 3.1: Develop an education campaign for increasing the importance of pedestrian issues in White Center.
  - Project 3.1.1: Start *White Center Walks* campaign.
  - Project 3.1.2: Improve neighborhood blockwatch groups (see Downtown Element).
- Objective 3.2: Increase enforcement of pedestrian-related offenses by vehicles.
  - Project 3.2.1: Encourage additional police presence in areas of concern.
  - Project 3.2.2: Install vehicle speed radar reader board.
- Objective 3.3: Evaluate program effectiveness.
  - Project 3.3.1: Design an evaluation tool to serve as a guideline for improvements in programming for changing pedestrian behavior.

**Goal 4: Improve *quality* of the pedestrian experience through design, infrastructure, and maintenance.**

- Objective 4.1: Enhance pedestrian-friendly routes in White Center.
  - Project 4.1.1: Trim tree branches on routes.
  - Project 4.1.2: Repair the cyclone fence at Lakewood Park.
  - Project 4.1.3: Encourage community clean-ups (see Housing Element).
  - Project 4.1.4: Add additional street trees to provide shade.
  - Project 4.1.5: Provide incentives to improve aesthetics of vacant and private lots (see Downtown Element).
  - Project 4.1.6: Add a gateway feature to downtown (see Downtown Element).
  - Project 4.1.7: Implement SW 98<sup>th</sup> Street pedestrian and bicycle corridor project.
- Objective 4.2: Improve lighting in pedestrian areas.
  - Project 4.2.1: Install pedestrian-scale lighting in key areas (see Downtown Element).
  - Project 4.2.2: Encourage business owners to keep lights on after hours.
- Objective 4.3: Improve pedestrian amenities.
  - Project 4.3.1: Encourage business owners to place plantings in front entrances.
  - Project 4.3.2: Add downtown street furniture (see Downtown Element).

## Goal 5: Improve actual and perceived pedestrian *safety*.

- Objective 5.1: Implement safety improvements in areas designated by the community as areas of concern.
  - Project 5.1.1: Improve crosswalk markings at intersections.
  - Project 5.1.2: Repaint street lane markings.
  - Project 5.1.3: Install crosswalk signs.
  - Project 5.1.4: Repaint *school zone* marking.
  - Project 5.1.5: Remove parking on Roxbury between 15<sup>th</sup> Avenue SW and 16<sup>th</sup> Avenue SW.
  - Project 5.1.6: Install walking flags to better identify pedestrians crossing the street.
  - Project 5.1.7: Explore the feasibility of mid-block crosswalks to shorten walking distances.
  - Project 5.1.8: Install crosswalks with flashing lights.
  - Project 5.1.9: Install walkways and crosswalks at intersections.
  - Project 5.1.10: Install countdown crosswalk signals.
  - Project 5.1.11: Conduct feasibility studies on traffic-calming measures.
  - Project 5.1.12: Widen and define shoulders.
  - Project 5.1.13: Mark shoulders to designate walkways.
  - Project 5.1.14: Upgrade pedestrian crosswalk safety devices<sup>1</sup>.
  - Project 5.1.15: Enclose existing ditches.
  - Project 5.1.16: Explore feasibility of curb extensions<sup>2</sup> at mid-block crosswalk locations.
  - Project 5.1.17: Add sidewalks.
  - Project 5.1.18: Widen pedestrian spaces.
  - Project 5.1.19: Install left turn signals.
  - Project 5.1.20: Construct walkways.

## Goal 6: Create a community that supports and encourages *bicycling* as a mode of transportation.

- Objective 6.1: Increase the number of bicyclists that travel in and through White Center.
  - Project 6.1.1: Install a bicycle wayfinding system.
  - Project 6.1.2: Improve bicycle routes and enhance the bicycle network through White Center (see Downtown Element).

<sup>1</sup> These devices include countdown pedestrian signals (these signals alert pedestrians to how much time they have to cross the street), pedestrian signs, accessible pedestrian signals (signals you push and the light changes), and in-pavement lighted crosswalks. Adapted from the Charlotte Department of Transportation. "Pedestrian Safety." May 10, 2007. Accessed from <<http://www.charmeck.org/Departments/Transportation/About+Us/Pedestrian+Safety.htm>>

<sup>2</sup> "Curb extensions—also known as bulb-outs or neckdowns—extend the sidewalk or curb line out into the parking lane, which reduces the effective street width. Curb extensions significantly improve pedestrian crossings by reducing the crossing distance, visually and physically narrowing the roadway, improving visibility, and reducing the time that pedestrians are in the street." From Walking Info.org. "Curb Extensions." May 10, 2007. Accessed from <[http://www.walkinginfo.org/de/curb1.cfm?codename=19d&CM\\_maingroup=Traffic%20Calming](http://www.walkinginfo.org/de/curb1.cfm?codename=19d&CM_maingroup=Traffic%20Calming)>



## 2.2 Importance of Walking in White Center

White Center, like many other communities in the United States, has been designed for the automobile. The neighborhood has a disjointed sidewalk network and areas that are noisy and difficult to walk through. Automobile-oriented shopping areas, such as Westwood Village, the downtown, and the Top Hat area, are not conducive to pedestrian travel. White Center could significantly benefit from shifting the focus on automobiles to a focus on non-motorized transportation.

Enhancing the pedestrian experience in White Center could make the neighborhood more accessible for residents, increase social interaction, and lead to a decrease in crime. Research has shown that walkable neighborhoods are more likely to have residents who are socially and politically engaged and who know their neighbors.<sup>3</sup> A walkable neighborhood can also improve economic development and health of communities by reducing commuting costs, attracting tourists, decreasing automobile emissions, and increasing exercise by residents.<sup>4</sup> A pedestrian environment that encourages resident mobility can also contribute to perceptions of safety. Many White Center residents and stakeholders recognize the importance of a healthy pedestrian environment and have requested that improvements to the pedestrian experience be made a priority for the neighborhood.

## 2.3 Existing Conditions for Pedestrian Safety in White Center

White Center has pedestrian safety strengths and challenges. Many residents and other stakeholders are devoted to affecting positive change.

3 Leyden, Kevin. "Social Capital and the Built Environment: The Importance of Walkable Neighborhoods". *American Journal of Public Health* September 2003: 1546-1551.

4 Ryan, Bill. "Economic Benefits of a Walkable Community". *Let's Talk Business* July 2003



Source: University of Washington UDP

Figure 1: Pedestrian friendly environment at Greenbridge



Source: University of Washington UDP

Figure 2: Unfriendly pedestrian environment between SW 15th Street and SW 16th Street





Source: University of Washington UDP

Figure 3: Pedestrian friendly walkway in White Center

There are approximately forty blockwatches, a public safety group that holds monthly meetings, and other community advocates. Entities such as King County, Seattle Neighborhood Group, and the WCCDA are working on projects designed to improve neighborhood conditions and perceptions of safety. Appendix 1.1: Key Stakeholders offers more information on groups working in White Center. In addition, King County has completed a Land Use Transportation Air Quality and Health Study (LUTAQH) that stresses the importance of walkability and connectivity in communities. The study findings will be used in planning activities that impact related areas such as transportation, housing, and recreation.<sup>5</sup> This

<sup>5</sup> Lawrence Frank and Company, Inc. "A Study of Land Use, Transportation, Air Quality, and Health (LUTAQH) in King County, WA." September 2005. Available as a pdf. from: <http://www.metrokc.gov/kc-dot/tp/ortp/lutaqh/execsummary092705.pdf>.

work has made many areas in White Center, such as the one in Figure 3, more pedestrian-friendly.

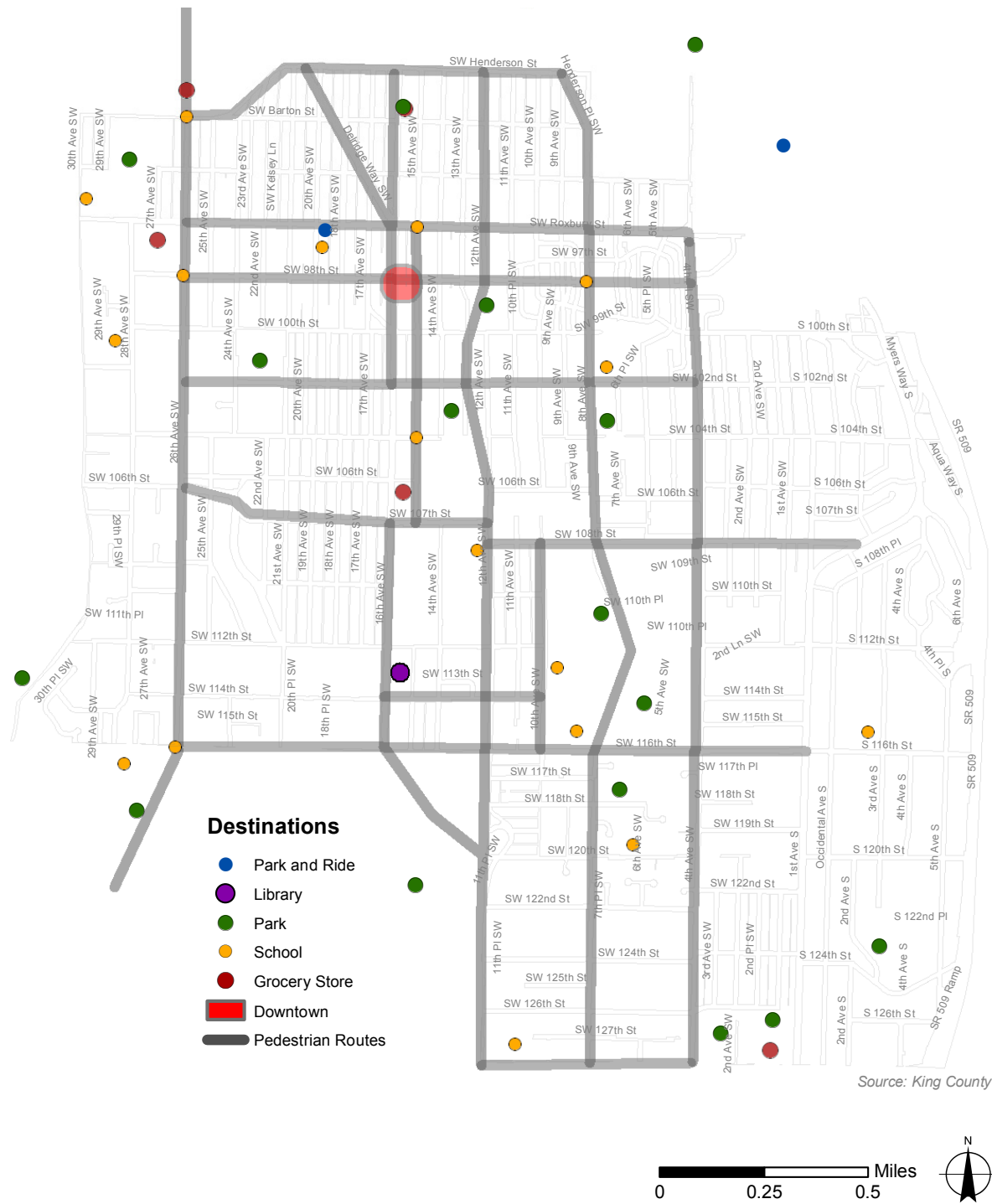
Many destinations in and outside of White Center could be made more pedestrian-friendly. These community destinations include parks, schools, downtown, shopping centers, and social service agencies. They are presented in Map 1: Connection Destinations on the following page.

White Center residents use amenities in the surrounding neighborhoods. The Longfellow Creek Legacy Trail connects to schools, parks, shopping, a library, and a community center in the Delridge Neighborhood to the north (see Appendix 1.2: Longfellow Creek Trail Map). Several destinations to the south in the City of Burien are shown in Appendix 1.3: Burien Destinations. Seahurst Park in Burien also has an existing trail system that could potentially connect to White Center (see Appendix 1.4: Seahurst Trail Map). White Center has many bus routes connecting to Burien, West Seattle, downtown Seattle, Shorewood, Admiral District, SeaTac Airport, and the University District. A complete list of bus routes is presented in Appendix 1.5: White Center Bus Routes. To view the location of all the bus stops in White Center, see Appendix 1.6: Map of Bus Routes.

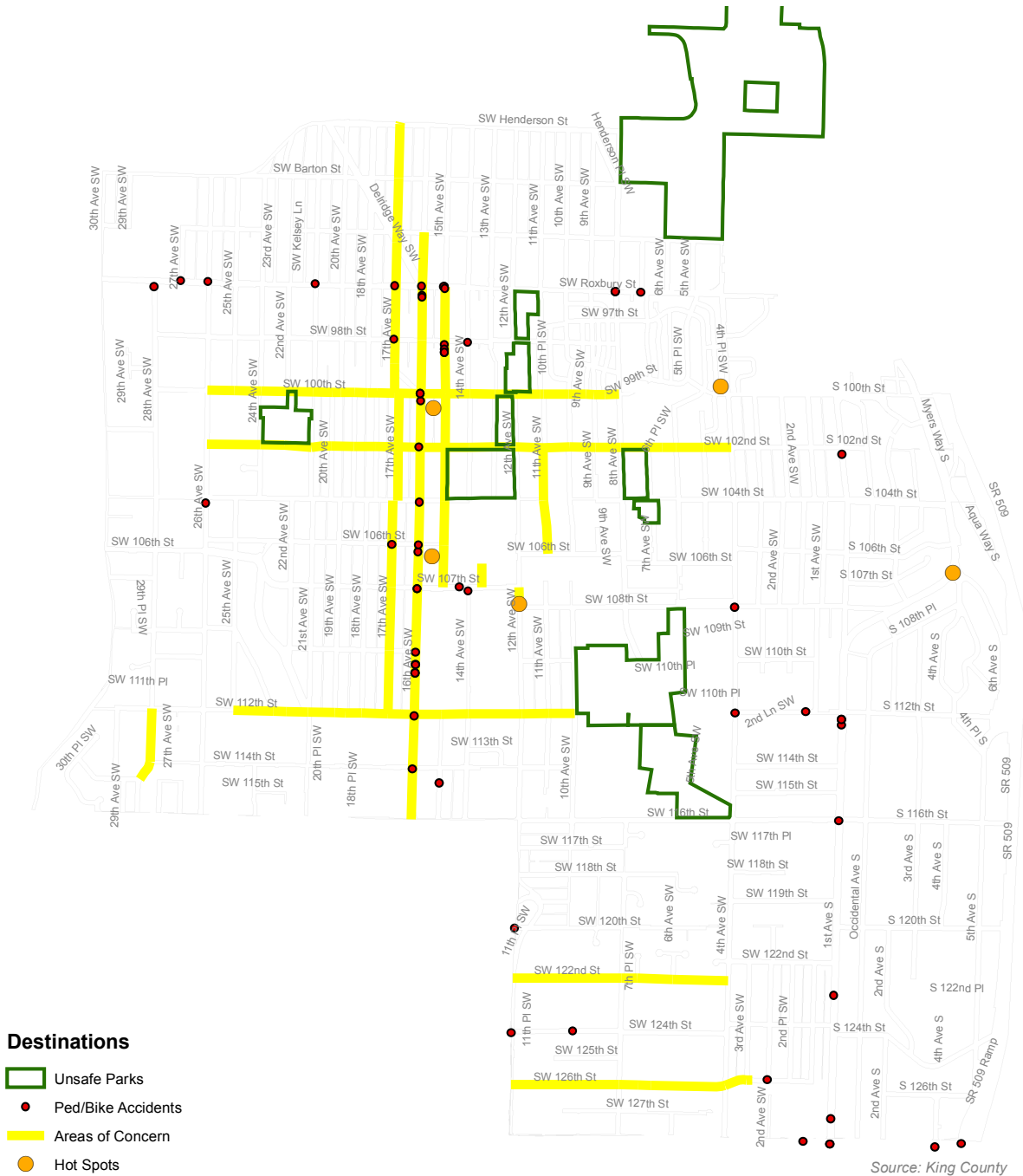
Within White Center, King County has implemented traffic and pedestrian projects, starting the process of creating a pedestrian-friendly environment. In September 1998, the White Center Community Advisory Group (CAG) was formed to create recommendations for improving pedestrian safety in White Center. Working closely with the King County Road Services Division, CAG identified more than 100 locations that needed safety improvements, with 20 of them in critical need. The locations were ranked in three categories: priority,



Map 1: Connecting Destinations



## Map 2: Existing Conditions



priority depending on available funding, and additional projects. The King County Neighborhood Enhancement Program funded most of the critical projects. Since the safety recommendations were released in June of 1999, almost all of the recommendations have been implemented by King County. Appendix 1.7: Improvement Projects Implemented by King County between 2000-2004 provides a complete list. One additional completed project is the sidewalk improvement along 16th Avenue SW from SW Roxbury Street to SW 102nd Street. The recommendations not yet implemented have been incorporated into the recommendations section at the end of this element.

King County is working on several improvement



Source: University of Washington UDP

Figure 4: Vacant lot in downtown White Center

projects in various stages of development. These projects include upgrading signal control equipment throughout the neighborhood, designing and installing an Intelligent Transportation System along 16th Avenue SW, adding sidewalks to 17th Avenue SW, replacing curb ramps, and constructing walkways. For a current list of projects and their status, please see Appendix 1.8: Current King County Capital Improvement Projects. A top priority for King

County is the SW 98th Street corridor project, a proposed capital improvement project which will connect Greenbridge with downtown.<sup>6</sup> For more information about this project, refer to Appendix 1.9: Possible 98th Street Corridor Improvements. King County's current projects also have been incorporated into the recommendations section of this element.

Difficult challenges accompany these improvements. The majority of White Center is located in an unincorporated area of King County, which has insufficient pedestrian infrastructure such as sidewalks, crosswalks, and pedestrian lighting. While White Center recently received King County funding for sidewalk improvements and other improvements described above, this may result in less funding from King County for future infrastructure projects. Compounding the infrastructure shortfalls are negative perceptions of pedestrian safety in White Center and the challenge of getting White Center residents to begin walking. Map 2: Existing Conditions, shows areas of White Center that community members identified as dangerous and where accidents involving pedestrians have occurred.<sup>7</sup>

There are many things that can be done to improve safety in White Center. The improvement of pedestrian facilities, in combination with educational programs and law enforcement efforts, can be successful in creating a pedestrian-friendly environment.

6 King County Website. "Capital Improvement Program". King County. May 10, 2007 <<http://www.metrokc.gov/kcdot/roads/cip/addlinfo.aspx?CIPID=RDCW28&Type=budget>>.

7 Hilmer, Jim. King County Statistics on bicycle and pedestrian accidents [2003-2006], April 2007.



## 3.0 Methodology

Safety, quality, awareness, connectivity, and accessibility have been established as goals for enhancing pedestrian safety in White Center. These goals informed the methodology and provided guidance for the creation of criteria to assess the walkability of this neighborhood. The first step in this process was to analyze the existing conditions in White Center to determine the current levels of pedestrian service and safety concerns. Existing conditions were identified through community input, stakeholder meetings, research, and a field inventory. The next step was to select twelve pedestrian routes on which to focus improvements, with the primary goal of connecting the community to neighborhood destinations. Factors influencing route selection included existing infrastructure, transit routes, existing usage, and community input. Route analysis determined where pedestrian levels of service were insufficient and should receive the highest prioritization for improvement. Tools, case studies, and funding sources were then researched to determine remediation measures applicable to the pedestrian routes needing improvement. Recommendations were broken into low, medium, and high cost categories for each route. Finally, recommendations were prioritized for improving pedestrian safety based on four weighted factors: safety, highest need, level of impact, and cost. Additional methodological information is located in Appendix 1.10: Complete Methodology.

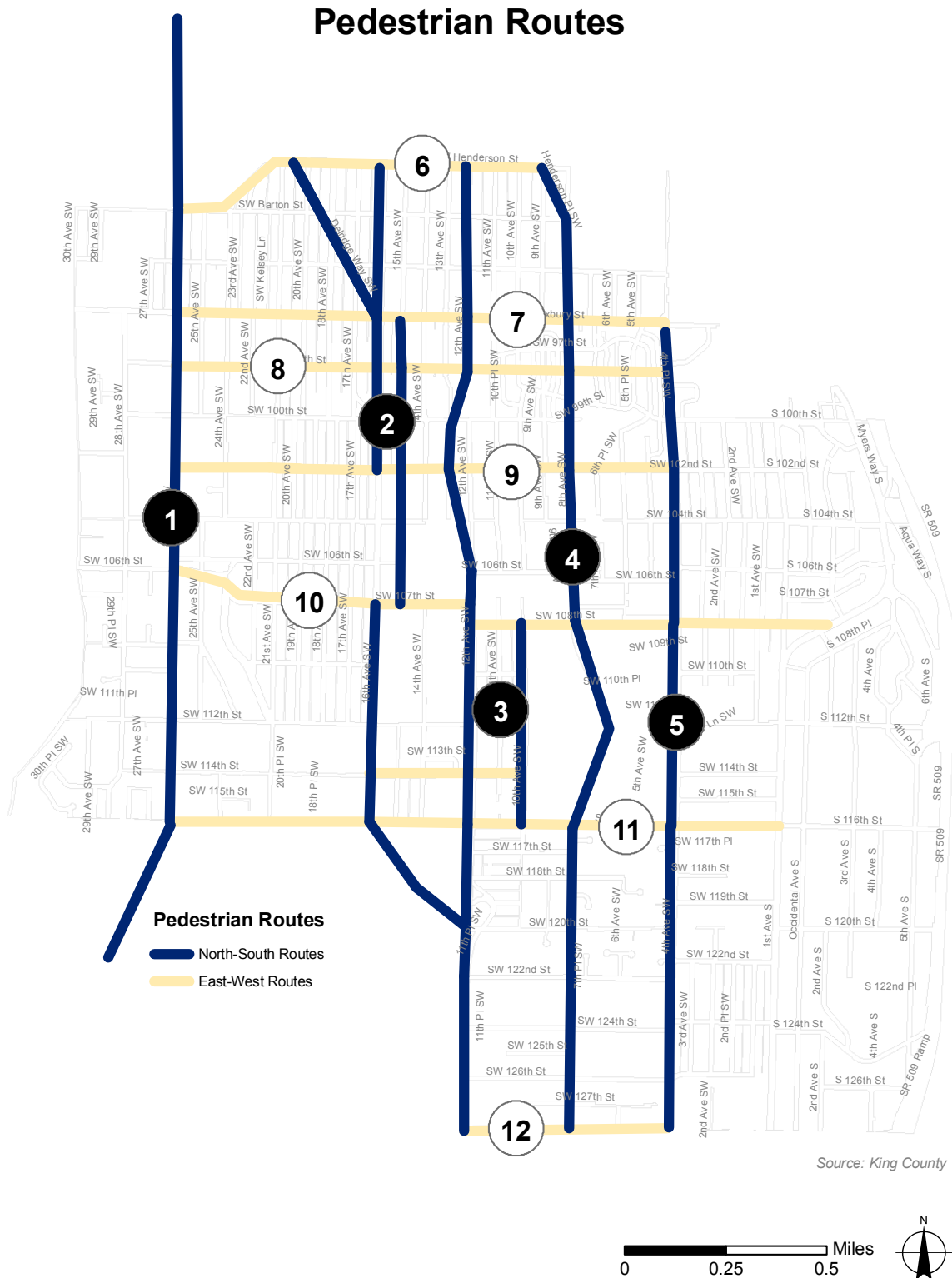
## 4.0 Alternatives

There are many approaches to improving pedestrian safety in a community. Engineering approaches such as building new sidewalks, painting crosswalks, or installing lighting are typical. While these approaches may be appropriate in certain cases, they can be prohibitively expensive. Low-cost improvements can be made to the pedestrian environment by changing perceptions of safety and providing more eyes on the street. A variety of alternative approaches were considered for improving pedestrian safety in White Center. These are described in detail in Appendix 1.11: Alternative Approaches for Improving Pedestrian Safety.

### 4.1 Funding

Funding is a critical component to the implementation of both perception and infrastructure safety improvements. Funding is categorized into three sections in terms of pedestrian safety: grants, internal sources, and funding from King County through its Capital Improvements Program (CIP). When developing a funding plan for a project in White Center, it is advantageous to combine multiple forms of funding to leverage the amount that can be used for matching funds. A list of possible funding sources is described in more detail in Appendix 1.12: Funding Information for Pedestrian Safety.





4.2 Recommendations: Route Improvements

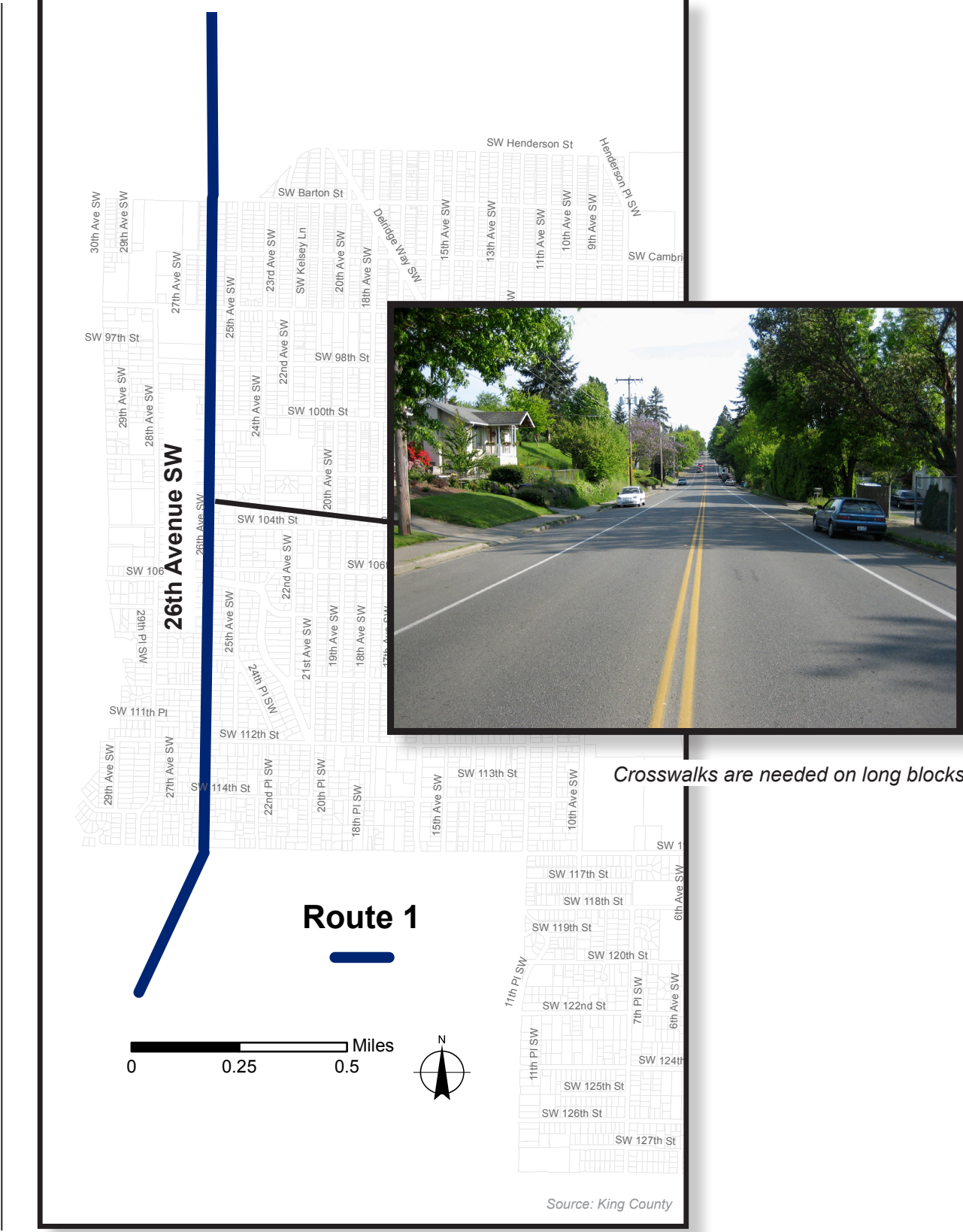
After designating twelve routes as pedestrian corridors, each route was evaluated, as explained in Appendix 1.10: Complete Methodology. Upon completion of this analysis, the tools presented in Appendix 1.11 helped to determine which pedestrian improvements would be possible. The following recommendations reflect the tools that were determined most appropriate for White Center.

The twelve identified routes are:

- North-South routes:
  - 1 26<sup>th</sup> Avenue SW
  - 2 Delridge Way SW/16<sup>th</sup> Avenue SW/15<sup>th</sup> Avenue SW
  - 3 12<sup>th</sup> Avenue SW
  - 4 8<sup>th</sup> Avenue SW
  - 5 4<sup>th</sup> Avenue SW
- East-West routes:
  - 6 SW Henderson Street
  - 7 SW Roxbury Street
  - 8 SW 98<sup>th</sup> Street
  - 9 SW 102<sup>nd</sup> Street
  - 10 SW 107<sup>th</sup> Street
  - 11 SW 116<sup>th</sup> Street/SW 114<sup>th</sup> Street
  - 12 SW 128<sup>th</sup> Street

| Table 1: Other Recommendations by King County, Not Route Specific |  |
|---|--|
| Current Situation   | King County has already identified several other areas in the neighborhood that need pedestrian improvements. The following recommendations explain the top identified priorities. |
| Medium Cost   | Enclose existing ditch on north side of road at SW 100 <sup>th</sup> Street between 11 <sup>th</sup> Avenue SW and 14 <sup>th</sup> Avenue SW.                                     |
| High Cost   | Provide sidewalk and enclose ditches at 17 <sup>th</sup> Avenue SW between SW 100 <sup>th</sup> Street and SW 107 <sup>th</sup> Street.  |
|   | Construct pedestrian pathway at 28 <sup>th</sup> Avenue SW between SW 104 <sup>th</sup> Street and SW 116 <sup>th</sup> Street.  |
|   | Construct walkway on south side of road at SW 120 <sup>th</sup> Street and 11 <sup>th</sup> Place SW.  |





# Route 1

## Route 1: 26<sup>th</sup> Avenue SW (SW Barton Place to SW 116<sup>th</sup> Street)

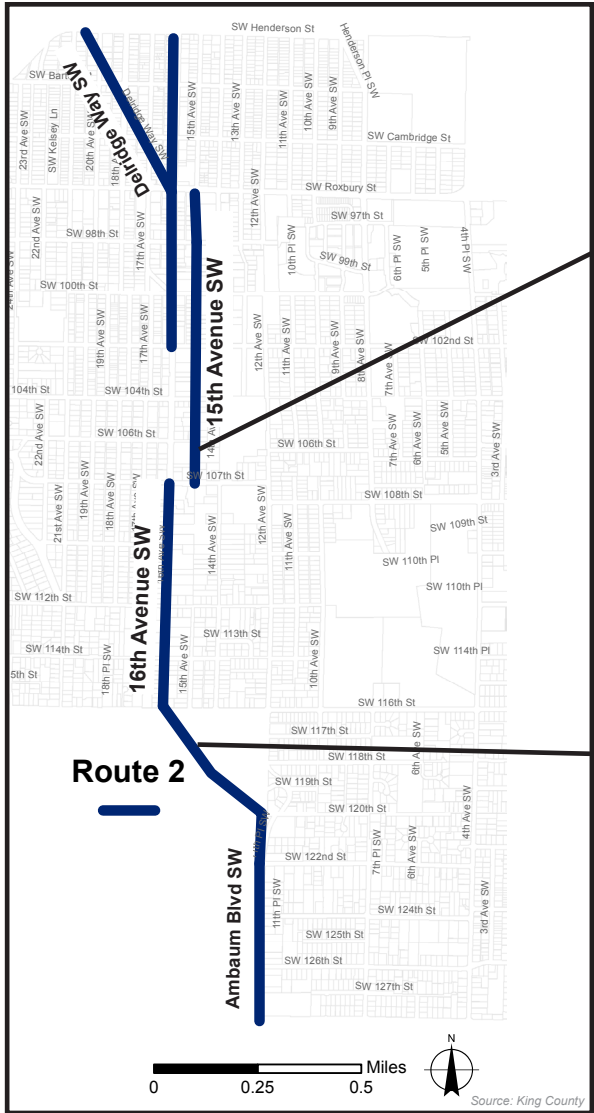
|           |   |
|-----------|---|
| Positives | 26 <sup>th</sup> Avenue SW is a north/south route with low automotive traffic volume, a wide roadway, sidewalks on both sides, and a continuous line of street trees. The street offers bus access and is a designated King County bike route.  |
| Issues    | The sidewalk directly adjacent to the road should be separated by a landscape strip and other pedestrian features. There is no clear signage which designates 26 <sup>th</sup> Avenue SW as a bike route. There is no adequate bike route connection from Seattle to Burien along 26 <sup>th</sup> Avenue SW, which discourages bicyclists from using this route. Ambaum Boulevard SW to the south is dangerous for bicyclists and needs improvement before 26 <sup>th</sup> Avenue SW can be used as a bicycle route through White Center. |

## Recommendations

|             |   |
|-------------|---|
| Low Cost    | Improve crosswalk markings at intersections.  |
| Medium Cost | Explore feasibility of mid-block crosswalks, where appropriate, to shorten walking distance on long blocks.               |
| High Cost   | Explore feasibility of curb extensions at mid-block crosswalk locations to shorten the crossing distance for pedestrians. |







Pedestrian space is neglected behind Albertsons



High speed traffic is impeding pedestrian and bike travel

| Route 2: Ambaum Boulevard SW |  |
|------------------------------|--|
| Positives                    | Ambaum Boulevard SW has an adequate 67 foot right-of-way and the potential to improve neighborhood connectivity through bicycle and pedestrian improvements in conjunction with traffic calming measures.  |
| Issues                       | The wide roadway of Ambaum Boulevard SW is a substantial barrier for pedestrian crossings. Wider roads encourage high speed traffic and discourage pedestrian use of the route. Sidewalks are directly adjacent to the busy road, making it uncomfortable for pedestrians. The sidewalk on the west side of Ambaum Boulevard SW from SW 116 <sup>th</sup> Street to SW 122 <sup>nd</sup> Street is narrow, dirty, and close to automobile traffic. Several pedestrian collisions have occurred on Ambaum Boulevard SW. |
| Recommendations              |  |
| Low Cost                     | Improve crosswalk markings at intersections.   |
| Medium Cost                  | Install count-down crosswalk signals at the 16 <sup>th</sup> Avenue SW intersection.<br>Conduct a feasibility study on traffic calming measures to enhance safety and comfort of pedestrians.  |

## Route 2

| Route 2: Delridge Way SW and 16 <sup>th</sup> Avenue SW |  |
|---|--|
| Positives   | This section of Route 2 has sidewalks and pedestrian separation from vehicular traffic. 16 <sup>th</sup> Avenue SW is the main corridor through the White Center downtown. Back-in angled parking and new sidewalks were recently installed from SW Roxbury Street to SW 100 <sup>th</sup> Street. This route connects multiple business destinations and has satisfactory sidewalks and lighting.             |
| Issues  | The two primary issues along 16 <sup>th</sup> Avenue SW are the high vehicular traffic and the safety concerns at intersections and businesses. This traffic has resulted in high noise levels and bicycle and pedestrian accidents. Pedestrians complain of feeling unsafe while passing in front of large crowds at clubs and transit stops, and some intersections are dangerous due to high speed traffic. |
| Recommendations   |  |
| Low Cost  | Repaint street lane markings along 16 <sup>th</sup> Avenue SW. They are currently faded or non-existent and vehicle drivers have trouble staying in their lanes because the cracks in the road can easily be mistaken for lane markings  |
|   | Install a vehicle speed reader board along 16 <sup>th</sup> Avenue SW, south of SW 102 <sup>nd</sup> Street, to encourage self enforcement of vehicle speed.   |
|   | Encourage business owners to keep lights on after hours to brighten the downtown and to make pedestrians feel safer at night.  |
|   | Encourage business owners to place plantings or other objects in front of entrances to eliminate dead space and to make pedestrians feel safer.  |
| Medium Cost   | Install a crosswalk with flashing light when pressed at the T intersection of SW 110 <sup>th</sup> Street and 16 <sup>th</sup> Avenue SW. There is currently a bus stop located on the east side of 16 <sup>th</sup> Avenue SW with a residential neighborhood on the west side of the street, and the nearest crosswalk is at the SW 107 <sup>th</sup> Street intersection.                                   |
| High Cost   | Install pedestrian scale street lighting downtown.   |

| Route 2: 15 <sup>th</sup> Avenue SW |   |
|-------------------------------------|---|
| Positives                           | This section of Route 2 runs parallel with 16 <sup>th</sup> Avenue SW from SW Henderson Street to SW 107 <sup>th</sup> Street. There is a continuous sidewalk on the west side of the route, it is a major bus transit route, and lighting for this route is satisfactory. Several intersections along 15 <sup>th</sup> Avenue SW are four-way stops, and there are multiple business, community, and recreational destinations along this route. These attributes explain why much more pedestrian traffic was observed along 15 <sup>th</sup> Avenue SW than 16 <sup>th</sup> Avenue SW, south of SW 98 <sup>th</sup> St. |
| Issues                              | Two areas along 15 <sup>th</sup> Avenue SW have been identified as being unsafe; in front of the Bartell's Drug Store and near the bus stops from SW Roxbury Street to SW 98 <sup>th</sup> Street. Other concerns are a lack of pedestrian amenities from SW 107 <sup>th</sup> Street to SW 110 <sup>th</sup> Street resulting from auto yards, the back side of Albertsons, and the wrecking lots that comprise the southern three blocks of 15 <sup>th</sup> Avenue SW.   |
| Recommendations                     |   |
| Low Cost                            | Improve crosswalk markings at all intersections from SW Roxbury Street to SW 107 <sup>th</sup> Street.  |
| Medium Cost                         | Create a walkway and crosswalk at the 15 <sup>th</sup> Avenue SW and SW 107 <sup>th</sup> Street intersection.  |
| High Cost                           | Install pedestrian scale street lighting downtown.  |
|                                     | Create a pedestrian-friendly environment by improving vacant lots, adding separation between the road and the crosswalk with street trees and other pedestrian amenities.   |







## Route 3

### Route 3: 12<sup>th</sup> Avenue SW (SW Henderson Street to SW 128<sup>th</sup> Street)

|           |  |
|-----------|--|
| Positives | This is a north/south pedestrian corridor. 12 <sup>th</sup> Avenue SW connects several destinations including Greenbridge, SW 98 <sup>th</sup> Street, White Center Park, Mount View Elementary, Cascade Middle School, and Evergreen High School. There is low automotive traffic and a wide pedestrian right-of-way. Several sections in the northern portion have existing pathways which separate pedestrians from traffic. There are sidewalks from Mount View Elementary to SW 116 <sup>th</sup> Street. |
| Issues    | There are several connectivity problems along the route. The path is not continuous from White Center Park through the Coronado Springs development and does not reconnect with 12 <sup>th</sup> Avenue SW. The sidewalk along the west side of 12 <sup>th</sup> Avenue SW ends at SW 116 <sup>th</sup> Street with only wide gravel shoulders to Ambaum Boulevard SW.   |

### Recommendations

|             |   |
|-------------|---|
| Low Cost    | Improve crosswalk markings at intersections.  |
| Medium Cost | Explore feasibility of mid-block crossings where appropriate to reduce distances between crossings.                                 |
| High Cost   | Connect 12 <sup>th</sup> Avenue SW trail from SW 102 <sup>nd</sup> Street to SW 107 <sup>th</sup> Street through White Center Park. |
|             | Add four blocks of sidewalks on 12 <sup>th</sup> Avenue SW from SW 116 <sup>th</sup> Street to Ambaum Boulevard SW.                 |
|             | Install pedestrian-scale lighting along paved trail through parks.  |





## Route 4

### Route 4: 8<sup>th</sup> Avenue SW (SW Henderson to SW 128<sup>th</sup> Street)

|           |  |
|-----------|--|
| Positives | This route connects multiple destinations within White Center: schools, parks, and Greenbridge. New sidewalks, landscaping, and other pedestrian amenities have been installed between White Center Heights Elementary and Greenbridge from SW 102 <sup>nd</sup> Street to SW Roxbury Street. There are walking trails through Lakewood Park and areas south of SW 116 <sup>th</sup> Street.   |
| Issues    | Two concerns with this route are the lack of pedestrian connections and the barriers to the trails south of SW 116 <sup>th</sup> Street. There is a segment north of Lakewood Park from SW 108 <sup>th</sup> Street to SW 104 <sup>th</sup> Street that lacks sidewalks. The traffic light at the intersection of SW Roxbury Street and 8 <sup>th</sup> Avenue SW has been the location of many accidents. Lakewood Park has been described as an area of safety concern in the past, and there are guardrails that block two trails south of SW 116 <sup>th</sup> Street. |



### Recommendations

|             |   |
|-------------|---|
| Low Cost    | Improve the crosswalk markings at the SW 108 <sup>th</sup> Street and 8 <sup>th</sup> Avenue SW intersection  |
|             | Trim the trees blocking the pedestrian sign for eastbound traffic at the SW 108 <sup>th</sup> Street and 8 <sup>th</sup> Avenue SW intersection.  |
|             | Install crosswalk signs for the pedestrian traffic north of Lakewood Park at the SW 108 <sup>th</sup> Street and 8 <sup>th</sup> Avenue SW intersection.  |
|             | Repair the cyclone fencing at the north end of Lakewood Park.   |
| Medium Cost | Install signs to improve wayfinding in Lakewood Park, directing pedestrians towards Lakewood Park amenities, Evergreen High School, Cascade Middle School, recreational fields, and restrooms.                  |
|             | Remove the two guard rails that block the 8 <sup>th</sup> Avenue SW trail south of SW 116 <sup>th</sup> Street and install bollards with wayfinding signs that identify the trail and encourage pedestrian use. |
|             | Improve non-paved trails in Lakewood Park, particularly the east-west trails which lead to the housing development along 4 <sup>th</sup> Avenue SW.   |
|             | Widen and define shoulders along 8 <sup>th</sup> Avenue SW from SW 108 <sup>th</sup> Street to SW 102 <sup>nd</sup> Street with marking for pedestrian separation.  |





*Sidewalk should be widened and trees added to encourage pedestrian travel*



# Route 5

| Route 5: 4 <sup>th</sup> Avenue SW (SW Roxbury Street to SW 128 <sup>th</sup> Street) |   |
|---|---|
| Positives   | There are sidewalks along both sides of 4 <sup>th</sup> Avenue SW. This route will border the eastern edge of the Greenbridge when it is completed. This route is a transit route with good lighting, and connects several multi-family housing and single-family neighborhoods with Lakewood Park. |
| Issues  | The two major concerns along 4 <sup>th</sup> Avenue SW are the cyclone fence from SW 108 <sup>th</sup> Street to SW 116 <sup>th</sup> Street and the lack of shade.   |

| Recommendations |   |
|-----------------|---|
| High Cost       | Widen pedestrian space on the west side of 4 <sup>th</sup> Avenue SW by removing the cyclone fence or moving fence ten feet west. |
|                 | Add street trees along 4 <sup>th</sup> Avenue SW to provide shade for pedestrians.  |







## Route 6

### Route 6: SW Henderson Street (21<sup>st</sup> Avenue SW to 8<sup>th</sup> Avenue SW)

|           |   |
|-----------|---|
| Positives | SW Henderson Street has sidewalks on both sides of the street. There are visible pedestrian signs on 10 <sup>th</sup> Avenue SW and 11 <sup>th</sup> Avenue SW, and there is adequate separation between vehicular traffic and pedestrians. Henderson Street turns into Barton Place which leads into the Westwood Village Shopping Center. |
| Issues    | Crosswalks and the school zone marking should be repainted at the intersections of 11 <sup>th</sup> and 12 <sup>th</sup> Avenues SW and SW Henderson Street. There is lack of shade on street.  |



### Recommendations

|             |  |
|-------------|--|
| Low Cost    | Improve crosswalk markings at the 11 <sup>th</sup> Avenue SW and SW Henderson Street intersection. |
|             | Repaint school zone marking at 12 <sup>th</sup> Avenue SW and SW Henderson Street intersection.    |
| Medium Cost | Add additional street trees to provide shade for pedestrians.                                      |





## Gateway treatment could enhance community identity and calm traffic



## Route 7

### Route 7: SW Roxbury Street (26<sup>th</sup> Avenue SW to 4<sup>th</sup> Avenue SW)

|           |  |
|-----------|--|
| Positives | SW Roxbury Street is the most traveled east-west route in White Center. It is the main route for vehicles entering White Center from State Route 509, passing the Greenbridge development, and bisecting the downtown area. Sidewalks exist on both sides of SW Roxbury Street and are well lit.   |
| Issues    | A high number of pedestrian and vehicle accidents have occurred on this route. The route has high speed and volume of vehicles, and a lack of intersections with left turn arrows. Parking along SW Roxbury Street from 15 <sup>th</sup> Avenue SW to 17 <sup>th</sup> Avenue SW creates a barrier for vehicles and pedestrians to identify one another. |

### Recommendations

|                    |  |
|--------------------|--|
| <b>Low Cost</b>    | Remove parking from 15 <sup>th</sup> Avenue SW to 17 <sup>th</sup> Avenue SW.  |
| <b>Medium Cost</b> | Install pedestrian crosswalk countdown signals at 15 <sup>th</sup> , 16 <sup>th</sup> , and 17 <sup>th</sup> Avenues SW.<br>Add gateway features downtown from 15 <sup>th</sup> Avenue SW to 17 <sup>th</sup> Avenue SW. |
| <b>High Cost</b>   | Install left turn signal for west-bound traffic at 26 <sup>th</sup> Avenue SW.   |
|                    | Install left turn signal for west-bound traffic at 15 <sup>th</sup> Avenue SW.   |
|                    | Install left turn signal for west-bound traffic at 16 <sup>th</sup> Avenue SW.   |





## Route 8

### Route 8: SW 98<sup>th</sup> Street (26<sup>th</sup> Avenue SW to 4<sup>th</sup> Avenue SW)

|           |  |
|-----------|--|
| Positives | SW 98 <sup>th</sup> Street has wide shoulders. There are new pedestrian signs west of 16 <sup>th</sup> Avenue SW in the residential neighborhood to encourage pedestrian use of the shoulders. The section from 16 <sup>th</sup> Avenue SW to Greenbridge is in the planning stages. This improved corridor will provide Greenbridge residents with direct access to the downtown. |
| Issues    | Vehicles block the shoulder and require pedestrians to enter the road in order to pass parked vehicles.  |



### Recommendations

|             |   |
|-------------|---|
| Medium Cost | Mark shoulder to designate walkway from 26 <sup>th</sup> Avenue SW to 17 <sup>th</sup> Avenue SW.   |
| High Cost   | Restore and enhance pedestrian/bicycle corridor. Refer to <b>Appendix IX: Possible 98<sup>th</sup> Street Corridor Improvements</b> for more information about King County's plan for this improvement. |





## Route 9

### Route 9: SW 102<sup>nd</sup> Street (4<sup>th</sup> Avenue SW to 26<sup>th</sup> Avenue SW)

|           |  |
|-----------|--|
| Positives | There are wide shoulders on both sides of the road to accommodate pedestrians and cyclists, along with lighting on the south side of the road and reflectors to guide vehicle drivers during hours of limited visibility. This route also passes the popular White Center Park, which is a destination for many children in the neighborhood.  |
| Issues    | The predominant issue on SW 102 <sup>nd</sup> Street is the area west of 16 <sup>th</sup> Avenue SW. The shoulders are extremely narrow, which makes pedestrian movement difficult, and there is a ditch along the south side of the street, which is a hazard for pedestrians needing to escape from danger. There is no lighting on this section of SW 102 <sup>nd</sup> Street, and no dividing line for vehicle traffic. |

### Recommendations

|           |  |
|-----------|--|
| High Cost | Add connection through North Shorewood Park with trail or stairway or connect route via SW 100 <sup>th</sup> Street.   |
|           | Cover the ditch on the section of SW 102 <sup>nd</sup> Street west of 16 <sup>th</sup> Avenue SW, widen the shoulder with asphalt, and add street lines to provide a suitable pathway for pedestrians. |





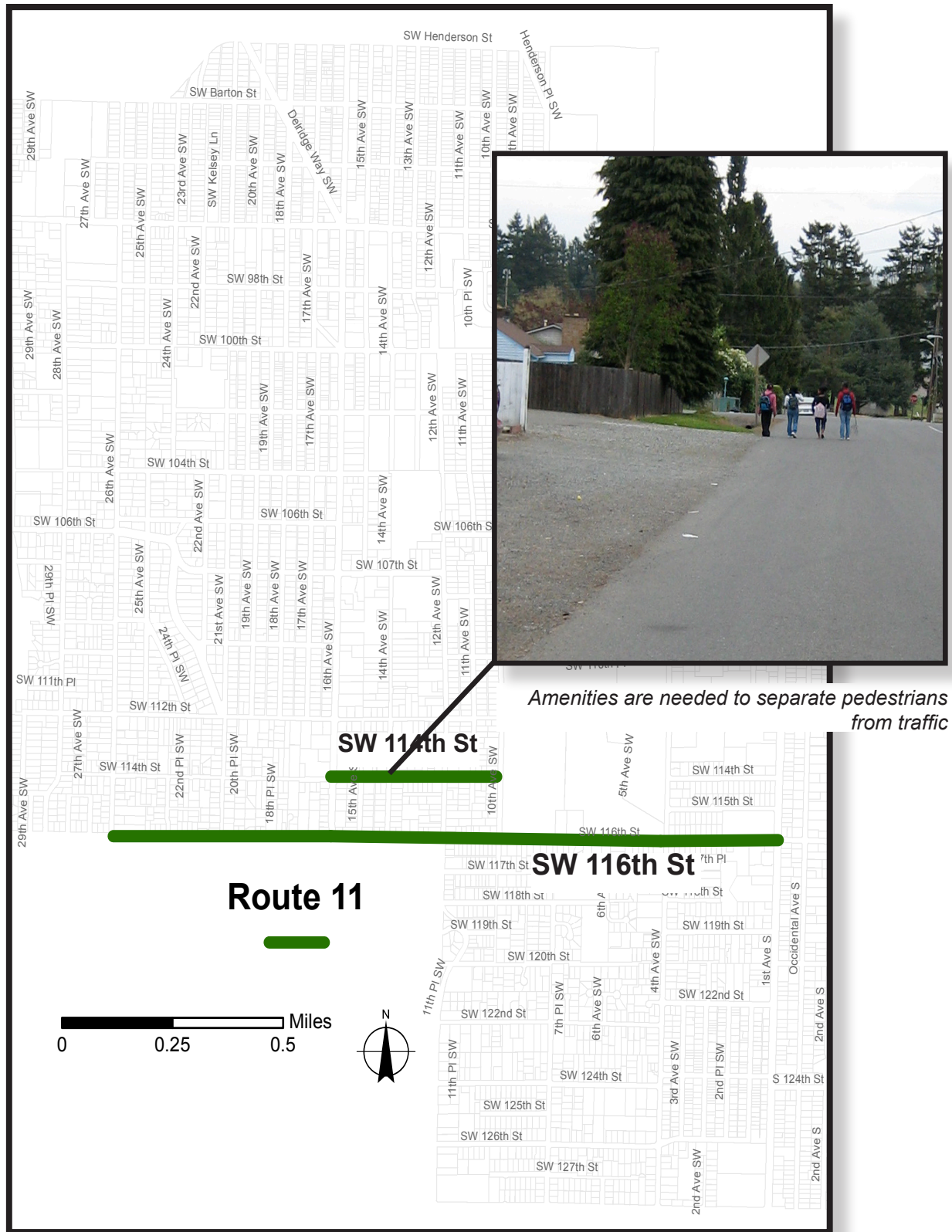


# Route 10

| Route 10: SW 106 <sup>th</sup> /107 <sup>th</sup> /108 <sup>th</sup> Streets (26 <sup>th</sup> Avenue SW to 4 <sup>th</sup> Avenue SW) |   |
|--|---|
| Positives  | The east-west route from 26 <sup>th</sup> Avenue SW to 4 <sup>th</sup> Avenue SW along SW 106 <sup>th</sup> /107 <sup>th</sup> /108 <sup>th</sup> Streets generally has wide shoulders, sidewalks, and gentle topography for pedestrians and bicyclists. Pedestrians were observed walking on these roads, which indicates that this is an established and useful pedestrian route. |
| Issues   | Pedestrian-oriented signage would enhance wayfinding to nearby parks and shopping. Additional street trees in the amenity strip between the road and the sidewalk would improve walkability.  |

| Recommendations |  |
|-----------------|--|
| Low Cost        | Improve crosswalk markings at intersections.   |
| Medium Cost     | Explore feasibility for mid-block crosswalks, where appropriate, to shorten walking distance on long blocks  |
|                 | Conduct a feasibility study on traffic-calming measures to enhance the safety and comfort of pedestrians at areas of concern, particularly on SW 108 <sup>th</sup> Street. |
| High Cost       | Explore feasibility for curb extensions at mid-block crosswalk locations to shorten the crossing distance for pedestrians.   |





Source: King County



# Route 11

## Route 11: SW 116<sup>th</sup> Street (26<sup>th</sup> Avenue SW to 4<sup>th</sup> Avenue SW)

|           |  |
|-----------|--|
| Positives | SW 116 <sup>th</sup> Street connects many destinations including two parks and several schools, and it is a short walk to the library on 16 <sup>th</sup> Avenue SW. High pedestrian traffic volume generated by the schools is served by the sidewalks running the extent of the route. |
| Issues    | The intersection at 16 <sup>th</sup> Avenue SW has a history of pedestrian/automotive collisions. Traffic-calming and pedestrian safety enhancements could mitigate future incidents.  |



## Recommendations

|             |   |
|-------------|---|
| Medium Cost | Upgrade pedestrian crosswalk safety devices.  |
|             | Explore feasibility for mid-block crosswalks where appropriate to reduce distances between crossings. |
|             | Conduct feasibility study on traffic-calming measures to enhance safety and comfort of pedestrians.   |





## Route 12

### Route 12: SW 128<sup>th</sup> Street (4<sup>th</sup> Avenue SW to Ambaum Boulevard SW)

|           |  |
|-----------|--|
| Positives | This east-west route connects residents to the businesses located in the southwest corner of White Center. This route is relatively flat with sidewalks, street trees, and intermittent lighting.  |
| Issues    | The wide roadway of SW 128 <sup>th</sup> Street is a substantial barrier to crossing pedestrians. Wider roads encourage higher-speed traffic and discourage pedestrian use of the route. The sidewalks are directly adjacent to the road and 35 mph traffic and can be uncomfortable for pedestrians. Several pedestrian collisions from 2003 to 2006 justify a need for improvements. |

### Recommendations

|             |   |
|-------------|---|
| Medium Cost | Upgrade to better pedestrian crosswalk safety devices.  |
|             | Explore feasibility for mid-block crosswalks where appropriate to reduce distances between crossings. |
|             | Conduct feasibility study on traffic calming measures to enhance safety and comfort of pedestrians.   |



## 5.0 Recommendations

### 5.1 Prioritization Process

The project prioritization process (see Appendix 1.10: Complete Methodology) was modeled after other existing pedestrian plans, and adapted to fit the needs of White Center. The four considerations in prioritizing pedestrian projects for White Center include: safety, highest need, cost, and level of impact.

The safety category ranks the projects by ability to mitigate safety concerns identified by community members. This ranking also depends on the project's proximity to locations of pedestrian and auto accidents and community identified hot spots. Cost indicates the anticipated price of the recommended project and is classified as low, medium, or high. The highest need category is based on the aggregated index determined in the route assessment. A high aggregated index indicates that a route is in good condition, whereas a low aggregated index means the pedestrian levels of service are insufficient and improvement is necessary. The final category in the prioritization model is the level of impact the project will have on the overall walkability and pedestrian environment in White Center.

Each category was determined on a 1-3 scale and weighted as follows: Safety = 30%, Level of Impact = 30%, Need for Improvement = 30%, Cost = 10%. Cost is weighted at a lower percentage because the recommended projects have available funding sources.

### 5.2 Recommended Projects

The recommendations are divided into low-cost recommendations and high priority long term recommendations. The low cost recommendations are suggestions that can be implemented in the near term. The high priority long term recommendations are the result of the prioritization process described above, and include those recommendations that will have

the highest impact for the money spent. These recommendations should be implemented in the middle to long term.

### 5.3 Low-Cost Recommendations

This section outlines the low-cost recommendations for pedestrian safety in White Center that can be implemented in the short term. These solutions include the following:

- Low-cost route improvements
- Civic capacity building
- Education, enforcement, and evaluation programs
- Effective development and design standards for all projects that occur in White Center

Further description of each of these recommendations follows.

#### Low-Cost Route Improvements

All of the recommendations that were made for low-cost improvements to the pedestrian routes should be implemented. A complete list of these recommendations is shown in Table 2.

#### Civic Capacity Building

A strategy to improve safety perceptions is to have more people out on the streets. Some ideas for community events are the continuation of White Center Music Nights, the Sound Bite Festival, and an International Market (see Civic Capacity Element for more information on these options). Other solutions specifically related to pedestrian safety are detailed below:

- **Creation of Walking Maps for White Center**  
The creation of walking maps for White Center by residents or youth at neighborhood schools could be a way to encourage pedestrian travel. These maps could be created with one or several themes, such as history, natural history, public art,

**Table 2: Low Cost Solutions**

| Project Description   | Location   |
|---|--|
| Improve crosswalk markings at intersections                   | <b>Route 1:</b> 26th Avenue SW<br><b>Route 2:</b> Ambaum Boulevard SW<br><b>Route 2:</b> 15 <sup>th</sup> Avenue SW from SW Roxbury Street to SW 107th Street<br><b>Route 3:</b> 12 <sup>th</sup> Avenue SW<br><b>Route 4:</b> SW 108th Street and 8th Avenue SW<br><b>Route 6:</b> 11 <sup>th</sup> Avenue SW and Henderson Place SW<br><b>Route 10:</b> SW 106 <sup>th</sup> /107 <sup>th</sup> /108 <sup>th</sup> Streets |
| Repaint street lane markings                                  | <b>Route 2:</b> 16 <sup>th</sup> Avenue SW   |
| Install vehicle speed radar reader board                      | <b>Route 2:</b> 16th Avenue SW, south of SW 102nd Street   |
| Encourage business owners to keep lights on at night          | <b>Route 2:</b> 16th Avenue SW   |
| Encourage business owners to put plantings in front entrances | <b>Route 2:</b> 16th Avenue SW   |
| Install crosswalk signs                                       | <b>Route 4:</b> SW 108th Street and 8th Avenue SW  |
| Trim tree branches  | <b>Route 4:</b> SW 108th St. and 8th Avenue SW   |
| Repair the cyclone fence                                      | <b>Route 4:</b> 8 <sup>th</sup> Avenue SW; north end of Lakewood Park  |
| Repaint school zone marking                                   | <b>Route 6:</b> 12 <sup>th</sup> Avenue SW and Henderson Place SW  |
| Remove parking  | <b>Route 7:</b> <b>SW Roxbury Street from</b> 15 <sup>th</sup> Avenue SW to 17 <sup>th</sup> Avenue SW   |
| Install flags to better identify pedestrians when crossing    | <b>High traffic intersections and near schools throughout the neighborhood</b>   |



or diversity/cultures. An organization called Green Map ([www.greenmap.org](http://www.greenmap.org)) trains residents to make maps for their community. According to their website,

“[Green Map] invites design teams of all ages and backgrounds to illuminate the connections between natural and human environments by mapping their local urban or rural community. Using GMS’s shared visual language—a collaboratively designed set of Icons representing the different kinds of green sites and cultural resources—Mapmakers are independently producing unique, regionally flavored images that fulfill local needs, yet are globally connected.”<sup>8</sup>

<sup>8</sup> Green Map. “Green Map System”. May 10, 2007 <<http://www.greenmap.org/>>.

Green Map can be used by local schools and residents to create maps that could then be used as pedestrian travel maps and wayfinding tools. An example of a green map that was created for Seattle is depicted in Appendix 1.14: Example Green Map.

Another option would be to enlist students from the University of Washington to create the maps. Departments such as Urban Design and Planning and Geography regularly offer classes that include experiential learning and community service components.

#### ▪ **Community Clean-Ups**

White Center has an annual community clean up event sponsored by the WCCDA. Other block-wide efforts should be added to keep the neighborhood clean and remove graffiti. Downtown, individual businesses should be

encouraged to clean their storefronts and the sidewalks outside their stores. As part of the *White Center Walks* campaign, people should be encouraged to pick up litter and participate in neighborhood beautification. Schools also should be encouraged to participate. See the Housing element for ideas about keeping individual properties clean and in good condition.

- **Neighborhood Blockwatch Groups**

“Eyes on the street” is a critical component of safety in White Center. There are approximately 40 active blockwatch groups in White Center. The Weed and Seed Program should work with citizens at public safety meetings to identify neighborhoods in which to locate new blockwatch groups.<sup>9</sup> This would begin a long-term process to strengthen the blockwatch network and create a forum for blockwatch captains to discuss effective approaches for addressing safety concerns.

**Education, Enforcement and Evaluation**

Perceptions of safety can be significantly impacted by education, enforcement, and evaluation campaigns. The following solutions can improve awareness of pedestrian issues and improvements in White Center:

- **White Center Walks**

An education campaign to increase awareness of pedestrian issues and encourage more people to walk could be an effective way to increase the number of pedestrians in White Center. *White Center Walks* would be a media and publicity campaign to advertise new walking routes. Another way to increase knowledge of walking paths and encourage pedestrian safety is to send out the walking

<sup>9</sup> A handbook to assist new Blockwatch groups can be found at <http://www.metrokc.gov/sheriff/prevention/handbook/>.



Source: [www.walkingschoolbus.org](http://www.walkingschoolbus.org)

Figure 5: Walking School Bus



Source: [cityofvancouver.us/trafficsafety](http://cityofvancouver.us/trafficsafety)

Figure 6: Speed Reader Board



maps created for White Center with mailings for different community events. As part of this initiative, area schools could encourage walking school buses, where a group of students walk to school with one or more adults.<sup>10</sup>

#### ▪ **Enforcement**

Another way to improve perceptions of safety in White Center is to increase the presence of police officers and enforce pedestrian and vehicle laws, especially in areas identified as “hot spots.” At public safety meeting on April 25, 2007, a resident suggested that law enforcement officers who respond to calls in White Center should follow up with the citizens who made the initial contacts.

#### ▪ **Evaluation Programs**

An evaluation system should be developed to monitor changes in pedestrian behavior in response to implemented strategies. This evaluation system would track pedestrian usage of routes, as well as changes in perceptions. Pedestrian counts should be made annually to show progress and areas of improvement. In addition, a survey could be administered to community residents and business owners to gauge how perceptions are evolving.

#### **Effective Development and Design Standards**

Designing development with the pedestrian in mind can significantly improve the quality of the pedestrian experience. The following design solutions should be used for new development in White Center:

#### ▪ **Pedestrian Focused Development**

Walkable community design sites retail, civic, recreational, and educational uses in

close proximity to residents. Studies find that people are willing to walk up to one-half mile for such amenities and services. General principles for creating walkable communities include:

- Creating destinations close to each other (schools, parks, and public spaces)
- Allowing for mixed-use developments through changes to land use zoning and infill development
- Promoting sufficient density to support transit
- Creating commercial districts that people can access by foot and wheelchair<sup>11</sup>

White Center is a dynamic community. The library and Top Hat district nodes are examples of future land use patterns (see Land Use Element). Locating walkable destinations such as schools, recreation, and business along the identified pedestrian routes will reinforce White Center as a walkable community. Likewise, the identified pedestrian routes were further analyzed based on the current land use map.

#### ▪ **Effective Design Standards**

“Crime Prevention Through Environmental Design (CPTED) is the proper design and effective use of the built environment which may lead to a reduction in the fear and incidence of crime, and a crime, and an improvement of the quality of life.”<sup>12</sup> Communities can use various CPTED principles through strategies that design physical environments to positively affect human behaviors. Strategies that could be employed in White Center include:



<sup>10</sup> For more information about this, visit <http://www.walkingschoolbus.org/>.

<sup>11</sup> US Department of Transportation Federal Highway Administration. “Pedestrian Safety Guide and Countermeasure System.” September 24 <[http://www.walkinginfo.org/pedsafe/downloads/pedsafe\\_ch1.pdf](http://www.walkinginfo.org/pedsafe/downloads/pedsafe_ch1.pdf)>

<sup>12</sup> National Crime Prevention Institute (CPTED Watch, 2007)

- **Natural Surveillance:** Keep intruders easily visible. Design features that maximize visibility such as parking and building areas, doors and windows that look onto the street, pedestrian-friendly streets and sidewalks, front porches, and adequate nighttime lighting.
  - **Territorial Reinforcement:** Physical design creates or extends a sphere of influence. This gives users a sense of control which discourages potential offenders. Implement features that define public and private spaces such as: landscape plantings, pavement designs, gateways treatments, and CPTED fences.
  - **Access Control:** Access to crime targets denied by creating a perception of risk for offenders. Design streets, sidewalks, building entrances, and neighborhood gateways to indicate public routes.
- Discourage access to private areas with structural elements, such as window locks, dead bolts, interior door hinges.
- **Territorial Definition:** Promote proper use of zones. The zones are public, semi-public, semi-private, and private. If the zones are out of order or missing, this may result in conflict. Another aspect is the use of signage and wayfinding to advertise the use, such as “No Trespass” signs.
  - **Image and Maintenance:** Keep properties on all sides aesthetically pleasing by cleaning and repairing structures.
  - **Community Activation:** Bring together people who live in the community to look out for each other and create safe environments.<sup>13</sup>

**Table 3: High-Priority Long-term Solutions**

| Project Description  | Location  |
|--|---|
| Install crosswalk countdown signals  | <b>Route 2:</b> Ambaum Boulevard SW   |
| Conduct a feasibility study of traffic-calming measures  | <b>Route 2:</b> Ambaum Boulevard SW   |
| Install pedestrian countdown signals   | <b>Route 7:</b> 15th, 16th, and 17th Avenues SW   |
| Install left turn signal for westbound traffic   | <b>Route 7:</b> 16 <sup>th</sup> Avenue SW  |
| Install left turn signal for westbound traffic   | <b>Route 7:</b> 26th Avenue SW  |
| Install left turn signal for westbound traffic   | <b>Route 7:</b> 15th Avenue SW  |
| Install pedestrian scale street lighting downtown  | <b>Route 2:</b> 16 <sup>th</sup> Avenue SW  |
| Improve aesthetics of vacant and private lots  | <b>Route 2:</b> 15th Avenue SW  |
| Install gateway features to downtown   | <b>Route 7:</b> SW Roxbury Street, 15th Avenue SW to 17th Avenue SW                                       |
| Install four blocks of sidewalks   | <b>Route 4:</b> 8th Avenue SW, SW 108 <sup>th</sup> Street to SW 102 <sup>nd</sup> Street                 |
| Restore and enhance pedestrian/bicycle Corridor  | <b>Route 8:</b> SW 98 <sup>th</sup> Street  |
| Explore feasibility and reasons for enclosing ditch, widening shoulder with asphalt, and adding street lines | <b>Route 9:</b> SW 102 <sup>nd</sup> Street from 17 <sup>th</sup> Avenue SW to 20 <sup>th</sup> Avenue SW |

<sup>13</sup> Seattle Neighborhood Group. “Crime Prevention Through Environmental Design”. April 30, 2007 <<http://www.sngi.org/cpted/index.html>>.

## 5.4 Higher Cost Recommendations

Low-cost recommendations are solutions that can be implemented immediately. In addition to these solutions, other high-priority long-term solutions have been recommended as funding becomes available. The higher cost recommendations include high-priority long-term solutions as determined from the prioritization process (described in Appendix 1.10: Complete Methodology) as well as wayfinding.

### High-Priority Long-term Solutions

High-priority long-term solutions would have the greatest impact on the pedestrian experience in White Center. The neighborhood should seek funding for the projects listed in Table 3.

### Wayfinding

A Wayfinding system will improve connections in White Center's pedestrian environment. Wayfinding systems merge directional signage with creativity and visual innovation, enhance pedestrian circulation, and lend a stronger

sense of identity to neighborhoods. Wayfinding elements should be located strategically, should direct pedestrians to key destinations, and should be on signage that is legible and oriented to pedestrians. A full list of criteria for pedestrian wayfinding is outlined in Appendix 1.15: Criteria for Pedestrian and Bicycle Wayfinding. Pedestrian wayfinding elements should be developed by a local artist. Possible locations for wayfinding elements are presented in Map 3: Possible Wayfinding Sites, on the following page. For more information about the connection between public art and wayfinding, refer to the Civic Capacity Element.

In addition to pedestrian wayfinding, bicycle wayfinding is extremely important in White Center. Bicycle wayfinding should be designed to help cyclists get to various destinations within and outside of White Center.



Source: [ourfounder.typepad.com/leblog/management/index.html](http://ourfounder.typepad.com/leblog/management/index.html)

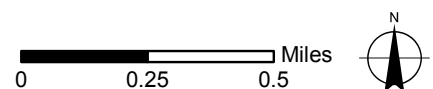
Figure 7: Multilingual Wayfinding



### Map 3: Possible Wayfinding Sites



Source: King County





Source: <http://www.ra.nsw.gov.au/environment/images/heritage/4305027b13.jpg>

Figure 8: Historical Wayfinding



Source: [spacing.ca/wire/?p=1082](http://spacing.ca/wire/?p=1082)

Figure 9: Bicycle Wayfinding





## 6.0 Implementation

Appendix 1.15: Complete Project List contains a list of all of the recommended projects from the recommendations section of this element with implementation strategies. For the purposes of this element, the main focus will be on low-cost solutions and high-priority long-term solutions.

Table 4 details the implementation strategies for each project from Section 5.3 of this Element.

**Table 4: Low Cost Solutions**

| Project Description   | Location   | Implementation Strategy  |
|---|--|--|
| Improve crosswalk markings at intersections                   | <b>Route 1:</b> 26th Avenue SW<br><b>Route 2:</b> Ambaum Boulevard SW<br><b>Route 2:</b> 15 <sup>th</sup> Avenue SW from SW Roxbury Street to SW 107 <sup>th</sup> Street<br><b>Route 3:</b> 12 <sup>th</sup> Avenue SW<br><b>Route 4:</b> SW 108 <sup>th</sup> Street and 8 <sup>th</sup> Avenue SW<br><b>Route 6:</b> 11 <sup>th</sup> Avenue SW and Henderson Place SW<br><b>Route 10:</b> SW 106 <sup>th</sup> /107 <sup>th</sup> /108 <sup>th</sup> Streets | Contact King County Pavement Marking Group at 206-296-6596                                   |
| Repaint street lane markings                                  | <b>Route 2:</b> 16 <sup>th</sup> Avenue SW   | Contact King County Pavement Marking Group at 206-296-6596                                   |
| Install vehicle speed radar reader board                      | <b>Route 2:</b> 16 <sup>th</sup> Avenue SW, south of SW 102 <sup>nd</sup> Street   | Contact King County at 206-296-3323 for free temporary usage of the speed radar reader board |
| Encourage business owners to keep lights on at night          | <b>Route 2:</b> 16 <sup>th</sup> Avenue SW   | Work with the chamber of commerce and encourage individual businesses to volunteer           |
| Encourage business owners to put plantings in front entrances | <b>Route 2:</b> 16 <sup>th</sup> Avenue SW   | Work with the chamber of commerce and encourage individual businesses to volunteer           |
| Install crosswalk signs                                       | <b>Route 4:</b> SW 108 <sup>th</sup> Street and 8 <sup>th</sup> Avenue SW  | Apply for grants from the Pedestrian Bicycle and Safety Program                              |
| Trim tree branches  | <b>Route 4:</b> SW 108 <sup>th</sup> Street and 8 <sup>th</sup> Avenue SW  | Contact the King County Maintenance Division at 206-296-8100                                 |
| Repair the cyclone fence                                      | <b>Route 4:</b> 8 <sup>th</sup> Avenue SW; north end of Lakewood Park  | Contact the King County Maintenance Division at 206-296-8100                                 |
| Repaint "school zone" marking                                 | <b>Route 6:</b> 12 <sup>th</sup> Avenue SW and Henderson Place SW  | Contact King County Pavement Marking Group at 206-296-6596                                   |
| Remove parking  | <b>Route 7:</b> SW Roxbury Street from 15 <sup>th</sup> Avenue SW to 17 <sup>th</sup> Avenue SW  | Work with King County  |





**Table 4: Low Cost Solutions (Continued)**

| Project Description  | Location   | Implementation Strategy  |
|--|--|--|
| Install flags to better identify pedestrians when crossing | <b>High traffic intersections and near schools throughout the neighborhood</b> | Acquire funds from the Pedestrian Bicycle and Safety Program   |
| Create walking maps  | <b>Neighborhood-wide</b>   | Work with Green Map at <a href="http://www.greenmap.org">www.greenmap.org</a> or contact the University of Washington (Dept. of Urban Planning or Dept. of Geography)  |
| Conduct community clean-ups                                | <b>Neighborhood-wide</b>   | Collaborate with local schools; individual businesses; contact King County works department  |
| Improve neighborhood Blockwatch groups                     | <b>Neighborhood-wide</b>   | Work with Weed and Seed to identify areas that need blockwatches; outreach to those neighborhoods; refer to <a href="http://www.metrokc.gov/sheriff/prevention/handbook">www.metrokc.gov/sheriff/prevention/handbook</a> |
| "White Center Walks"                                       | <b>Neighborhood-wide</b>   | Create media/publicity at the WCCDA; work with the downtown businesses   |
| Enforce laws   | <b>Hot Spot Areas</b>  | Work with the King County Sheriff's Office and the Seattle Police Department   |
| Implement evaluation programs                              | <b>Neighborhood-wide</b>   | Collaborate with UW's Carlson Leadership and Public Service Center or the Daniel J. Evans School of Public Affairs to have students create an evaluation system for the projects in place to increase pedestrian usage   |
| Implement pedestrian focused development                   | <b>Neighborhood-wide</b>   | Encourage all development to include provisions for pedestrians, such as sidewalks, lighting, and other amenities  |
| Implement effective design standards                       | <b>Neighborhood-wide</b>   | Refer to CPTED principles when designing and implementing projects   |

Table 5 details the implementation strategies for the high-priority long-term solutions described in Section 5.4 of this Element.

**Table 5: High-Priority Long-term Solutions**

| <b>Project Description</b>                                     | <b>Location</b>   | <b>Implementation Strategy</b>  |
|--|---|---|
| Install crosswalk countdown signals                            | <b>Route 2:</b> Ambaum Boulevard SW   | Apply for funding from the Pedestrian and Bicycle Safety Program                                  |
| Conduct a feasibility study of traffic-calming measures        | <b>Route 2:</b> Ambaum Boulevard  | Acquire funds from the Intersection and Corridor Safety Program                                   |
| Install countdown signals                                      | <b>Route 7:</b> 15th, 16th, and 17th Avenues SW   | Apply for funding from the Pedestrian and Bicycle Safety Program                                  |
| Install gateway treatment of downtown                          | <b>Route 7:</b> SW Roxbury Street, 15th Avenue SW to 17th Avenue SW                                       | Apply for the Community Development Block Grant   |
| Install left turn signal for westbound traffic                 | <b>Route 7:</b> 26th Avenue SW  | Apply for funding from Intersection and Corridor Safety Program                                   |
| Install left turn signal for westbound traffic                 | <b>Route 7:</b> 15th Avenue SW  | Apply for funding from Intersection and Corridor Safety Program                                   |
| Install left turn signal for westbound traffic                 | <b>Route 7:</b> 16th Avenue SW  | Apply for funding from Intersection and Corridor Safety Program                                   |
| Improve aesthetics of vacant and private lots                  | <b>Route 2:</b> 15th Avenue SW  | Encourage owner cooperation; collaborate with Chamber of Commerce and Internal Sources of Funding |
| Install four blocks of sidewalks                               | <b>Route 4:</b> 8th Avenue SW; SW 108 <sup>th</sup> Street to SW 102 <sup>nd</sup> Street                 | Apply for funding from the Pedestrian Bicycle and Safety Program and from Safe Routes to School   |
| Restore and enhance pedestrian/bicycle corridor                | <b>Route 8:</b> SW 98 <sup>th</sup> Street  | Acquire funding from King County Capital Improvement Program                                      |
| Traffic calming measures along Ambaum Boulevard SW curve       | <b>Route 2:</b> Ambaum Boulevard SW   | Acquire funding from King County Capital Improvement Program                                      |
| Cover ditch, widen shoulder with asphalt, and add street lines | <b>Route 9:</b> SW 102 <sup>nd</sup> Street from 17 <sup>th</sup> Avenue SW to 20 <sup>th</sup> Avenue SW | Apply for a grant from the Pedestrian and Bicycle Safety Program                                  |
| Implement wayfinding   | <b>Neighborhood-wide</b>  | Work with youth or UW Students to create wayfinding maps; Transportation Enhancement Grant        |

## 6.1 Key partners

King County has a jurisdictional role in improving safety conditions in White Center. Other key partners include the King County Sheriff's office, Seattle Police Department, Weed and Seed, North Highline Unincorporated Area Council, and the Highline School District.

## 6.2 Timeline and Funding

White Center should implement all of the low-cost recommendations within 2 years. The timing for the medium- and high-cost recommendations depends on funding availability. The goal should be for medium-cost solutions to be implemented within 3-5 years and long-term solutions within 6-10 years, as funding becomes available. Applications for most state and federal grants are due in the fall with the funding available the following year. However, more control over the project timeline is possible if internal sources of funding are used, explained in more detail in Appendix 1.12: Funding Information for Pedestrian Safety. A list of all of the low cost and high priorities projects and their timelines is presented in Tables 6-9.



**Table 6**

**Goal: To improve quality of the pedestrian experience through design, infrastructure, and maintenance.**

| Project   | Location  | Potential Funding/ Implementation   | Timeline (in years) |              |             |
|---|---|---|---------------------|--------------|-------------|
|   |   |   | Short (0-2)         | Medium (3-5) | Long (6-10) |
| Trim tree branches on routes                                  | <b>Route 4:</b> SW 108 <sup>th</sup> Street and 8 <sup>th</sup> Avenue SW | King County Maintenance Division  | x                   |              |             |
| Repair the cyclone fence                                      | <b>Route 4:</b> 8 <sup>th</sup> Avenue SW; North end of Lakewood Park     | King County Maintenance Division  | x                   |              |             |
| Community clean-ups   | <b>Neighborhood-wide</b>  | Collaborate with local schools; individual businesses; contact King County works department       | x                   |              |             |
| Improve aesthetics of vacant and private lots                 | <b>Route 2:</b> 15 <sup>th</sup> Avenue SW                                | Encourage owner cooperation; collaborate with Chamber of Commerce and Internal Sources of Funding |                     |              | x           |
| Add gateway features to downtown                              | <b>Route 7:</b> SW Roxbury Street   | Apply for the Community Development Block Grant   |                     |              | x           |
| Create a wayfinding system that works for the community       | <b>Neighborhood-wide</b>  | Small City Sidewalk Program   |                     | x            |             |
| Install pedestrian-scale lighting in key areas                | <b>Neighborhood-wide</b>  | Transportation Enhancement Grants   |                     |              | x           |
| Encourage business owners to keep lights on after hours       | <b>Route 2:</b> 16 <sup>th</sup> Avenue SW                                | Volunteers, work with Chamber of Commerce   | x                   |              |             |
| Encourage business owners to put plantings in front entrances | <b>Route 2:</b> 16 <sup>th</sup> Avenue SW                                | Volunteers, work with Chamber of Commerce   | x                   |              |             |
| Restore and enhance pedestrian corridor                       | <b>Route 8:</b> SW 98 <sup>th</sup> Street                                | King County Capital Improvement Plan  |                     | x            | x           |

**Table 7**

**Goal: To ensure that pedestrian destinations have safe, direct connections that are free from barriers.**

| Project                                      | Location                 | Potential Funding/ Implementation | Timeline (in years) |              |             |
|--|--------------------------|-----------------------------------|---------------------|--------------|-------------|
|  |                          |                                   | Short (0-2)         | Medium (3-5) | Long (6-10) |
| Create a wayfinding system for the community | <b>Neighborhood-wide</b> | Small City Sidewalk Program       |                     | x            |             |



**Table 8**

**Goal: To increase awareness of pedestrian issues, and increase the number of people who choose pedestrian travel as a mode of transportation.**

| Project  | Location   | Potential Funding/ Implementation   | Timeline (in years) |              |             |
|--|--|---|---------------------|--------------|-------------|
|  |  |   | Short (0-2)         | Medium (3-5) | Long (6-10) |
| "White Center Walks" campaign                        | <b>Neighborhood-wide</b>   | Create media/ publicity at the WCCDA  | x                   |              |             |
| Improve neighborhood blockwatch groups               | <b>Neighborhood-wide</b>   | Work with Weed and Seed to identify areas that need blockwatches  | x                   |              |             |
| Additional police presence in areas of concern       | <b>Neighborhood-wide</b>   | King County Sheriff and City of Seattle   | x                   |              |             |
| Install vehicle speed radar reader board             | <b>Route 2: 16<sup>th</sup> Avenue SW, south of SW 102<sup>nd</sup> Street</b> | Contact King County at 206-296-3323 for free temporary usage of the speed radar reader board  | x                   |              |             |
| Design an evaluation tool of pedestrian improvements | <b>Neighborhood-wide</b>   | Collaborate with UW's Carlson Leadership and Public Service Center or the Daniel J. Evans School of Public Affairs to have students create an evaluation system | x                   |              |             |



**Table 9****Goal: To improve actual and perceived pedestrian safety.**

| Project  | Location   | Potential Funding/<br>Implementation                       | Timeline (in years) |            |             |
|--|--|--|---------------------|------------|-------------|
|  |  |  | S<br>(0-2)          | M<br>(3-5) | L<br>(6-10) |
| Improve crosswalk markings at intersections                | <b>Route 1:</b> 26 <sup>th</sup> Avenue SW<br><b>Route 2:</b> Ambaum Boulevard SW<br><b>Route 2:</b> SW Roxbury Street to SW 107 <sup>th</sup> Street<br><b>Route 3:</b> 12 <sup>th</sup> Avenue SW<br><b>Route 4:</b> SW 108th Street and 8 <sup>th</sup> Avenue SW<br><b>Route 6:</b> 11 <sup>th</sup> Avenue SW and Henderson Place SW<br><b>Route 10:</b> SW 106 <sup>th</sup> /107 <sup>th</sup> /108 <sup>th</sup> Streets | Contact King County Pavement Marking Group at 206-296-6596 | x                   |            |             |
| Repaint street lane markings                               | <b>Route 2:</b> 16 <sup>th</sup> Avenue SW   | Contact King County Pavement Marking Group at 206-296-6596 | x                   |            |             |
| Install crosswalk signs                                    | <b>Route 4:</b> SW 108th Street and 8th Avenue SW  | Pedestrian Bicycle and Safety Program                      | x                   |            |             |
| Repaint "school zone" marking                              | <b>Route 6:</b> 12 <sup>th</sup> Avenue SW and Henderson Place SW  | Contact King County Pavement Marking Group at 206-296-6596 | x                   |            |             |
| Remove parking   | <b>Route 7:</b> 15 <sup>th</sup> Avenue SW to 17 <sup>th</sup> Avenue SW   | King County Roads Division                                 | x                   |            |             |
| Install flags to better identify pedestrians when crossing | <b>High traffic intersections and near schools throughout the neighborhood</b>   | Pedestrian Bicycle and Safety Program                      | x                   |            |             |



**Table 9**

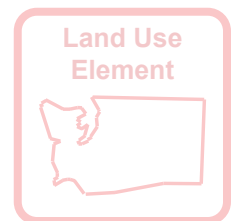
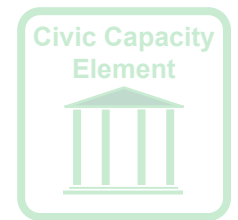
**Goal: To improve actual and perceived pedestrian safety (CONTINUED).**

| Project   | Location  | Potential Funding/<br>Implementation                      | Timeline (in years) |            |             |
|---|---|---|---------------------|------------|-------------|
|   |   |   | S<br>(0-2)          | M<br>(3-5) | L<br>(6-10) |
| Install countdown crosswalk signals                             | <b>Route 2:</b> Ambaum Boulevard SW and 16 <sup>th</sup> Avenue SW<br><b>Route 7:</b> SW Roxbury Street at 15 <sup>th</sup> , 16 <sup>th</sup> , and 17 <sup>th</sup> Avenues SW  | Washington Traffic Safety Commission Grants               |                     | x          |             |
| Feasibility study on traffic calming measures                   | <b>Route 2:</b> Ambaum Boulevard SW<br><b>Route 10:</b> SW 107 <sup>th</sup> Street and 12 <sup>th</sup> Avenue SW<br><b>Route 10:</b> SW 108 <sup>th</sup> Street<br><b>Route 11:</b> SW 116 <sup>th</sup> Street<br><b>Route 12:</b> SW 128 <sup>th</sup> Street<br><b>Other:</b> SW 100 <sup>th</sup> Street between 11 <sup>th</sup> Avenue SW and 14 <sup>th</sup> Avenue SW | Intersection and Corridor Safety Program                  |                     | x          |             |
| Explore feasibility and warrants for enclosing existing ditches | <b>Route 9:</b> 102 <sup>nd</sup> St between 17 <sup>th</sup> Avenue SW and 20 <sup>th</sup> Avenue SW  | Pedestrian and Bicycle Safety Program                     |                     | x          |             |
| Add sidewalks   | <b>Route 3:</b> 12 <sup>th</sup> Avenue SW at SW 116 <sup>th</sup> Street to Ambaum Boulevard SW<br><b>Route 4:</b> Along the western side of 8 <sup>th</sup> Avenue SW from SW 108 <sup>th</sup> Street to SW 102 <sup>nd</sup> Street   | Safe Routes to School                                     |                     |            | x           |
| Install left turn signals                                       | <b>Route 7:</b> SW Roxbury Street at 26 <sup>th</sup> Avenue SW<br><b>Route 7:</b> SW Roxbury Street at 15 <sup>th</sup> Avenue SW<br><b>Route 7:</b> SW Roxbury Street at 16 <sup>th</sup> Avenue SW   | Intersection and Corridor Safety Program, City of Seattle |                     |            | x           |





# Downtown Element





# 1.0 Element Summary

White Center's downtown is characterized by numerous locally owned small businesses that function within a diverse community. Residents and community activists have expressed a desire to create a vibrant downtown. Keeping with this vision, the Downtown Element establishes a methodology for identifying the economic, physical, and social character of downtown redevelopment while balancing residents' needs with development pressures.

## 1.1 Challenges

White Center's downtown businesses face increasing economic pressure and their continued existence is critical for maintaining the downtown's distinct character. Concurrently, the communities adjacent to the neighborhood are becoming increasingly expensive, creating an escalating pressure for growth and redevelopment in White Center. White Center faces the challenge of protecting the small locally owned businesses while simultaneously promoting building and safety improvements necessary to increase the vibrancy of the downtown.

## 1.2 Community Alternatives

Recognizing that the community has two complementary visions for downtown, two preliminary community alternatives were drafted. Each alternative represents different sets of community goals and requires the successful completion of multiple projects. The downtown alternatives provide descriptions of two distinct futures. The two alternatives show how two different downtowns could be created using two different sets of projects. The alternatives are not designed to be end products, but instead to inform the preferred scenario, which will guide the future downtown. They share the overarching goal of increasing the vibrancy of downtown while maintaining its inclusiveness.

### Alternative 1: Community Hub

This community alternative attempts to strengthen the downtown's ability to provide cultural, commercial, and residential uses that are attractive to the residents of White Center. To realize this vision, the Community Hub alternative expands locally owned downtown business opportunities and increases their success by providing technical support and networking programs for business owners. Suggestions for new businesses address gaps in existing services and retail opportunities, with a focus on increasing self-sustaining and family-friendly venues.

### Alternative 2: Destination Place

This alternative attempts to create a downtown that increases the appeal of White Center for those living outside the community. The Destination Place alternative strives to cultivate a thriving and accessible downtown by recruiting destination businesses that attract visitors from neighboring communities and significantly enhances the downtown's design and character to form a unified and welcoming streetscape.

These community alternatives and their associated projects were developed with community input and are based on extensive background research.

### 1.3 Preferred Scenario: The Vibrant Core

The two community alternatives informed the creation of the final preferred scenario. Projects from each alternative were analyzed based upon their likelihood of achieving the vision of the preferred scenario and the probability of implementation. The vision of this preferred scenario is to create a downtown that provides cultural and commercial uses that are attractive to both the residents of White Center and those living outside the community.



## 2.0 Introduction

### The Vibrant Core

The vision of the preferred scenario is a downtown that invites visitors while accommodating the needs of White Center residents. Vision elements include a flourishing business climate, housing opportunities, pedestrian orientation, and structural improvements to the downtown buildings and streetscape. The preferred scenario emphasizes safety and diversity of businesses to make the downtown lively and accessible.

### 1.4 Recommended Projects

To achieve the vision of a vibrant downtown, the following projects are recommended:

- Encourage the creation of an outdoor pedestrian plaza, a cultural center, and an international market to provide community gathering places, support existing businesses, and assist residents in starting new businesses.
- Recruit a local bookstore and a specialty movie theater to fill gaps in the current business mix and attract visitors to the downtown while providing essential family-friendly anchor businesses<sup>1</sup> for the residents.
- Ensure that a business association meets downtown business owners' needs.
- Promote the redevelopment of vacant and redevelopable lots. Increase building height allowances to four stories, encouraging density downtown.
- Install gateway features and street furniture to create a welcoming atmosphere.

The following sections describe these community alternatives, the preferred scenario, and the recommended projects in greater detail.

<sup>1</sup> An anchor business is a business that attracts a large number of customers, who then may shop at other smaller stores nearby. "Economic Development Strategies." City of Berkeley. 17 May 2007. <<http://www.ci.berkeley.ca.us/planning/landuse/plans/southshattuck/strategies.htm>>.

### 2.1 Historical Context<sup>2</sup>

Transportation played a fundamental role in shaping the downtown's development. After rail infrastructure was built in 1912, settlement in White Center increased. The original downtown was centered on the intersection of 16<sup>th</sup> Avenue SW and SW Roxbury Street, which was platted by area streetcar line owners. In 1915, Hiram Green constructed the first commercial building. It became home to the White Center Theatre with a restaurant and dance hall above. Green constructed other buildings, including the White Center Arena, which later became the Southgate Roller Skating Rink, one of the oldest roller skating rinks in the Northwest.

During prohibition, White Center became a destination for patrons of its well-known dance and pool halls, movie theatres, and prizefights. However, the depression caused many business closures and deferred development. World War II subsequently brought an influx of people to the neighborhood. Expanding employment in the nearby shipyards, the Boeing Company, steel mills, and war industries in the area brought growth to the downtown. During this time, 16<sup>th</sup> Avenue SW continued to house pedestrian-oriented shopping. The buildings were generally one or two stories with sidewalk frontage. Masonry facades, large plate glass windows, and inset doorways were and are still common. Later development, such as drive-in restaurants, altered the downtown, transforming it into a more automotive-oriented social center.

### 2.2 Downtown White Center Today

The current downtown has an extremely diverse, working-class image with business owner representation from around the world. This identity continues to evolve, but is well reflected in the character of the current downtown.

<sup>2</sup> *White Center: Main-Street Use and Design Guidelines*. Seattle: UW Storefront Studio, 2004.



White Center has yet to experience the kind of development likely to result from a future annexation to either Burien or Seattle. Correspondingly, the downtown has retained a high number of well-preserved historic buildings that define its overall scale, form, and streetscape. This combination of ethnic diversity and historic building charm makes frequenting White Center's downtown a unique experience. The small and inexpensive commercial rental space – relative to other rates in the Seattle area – creates opportunities for immigrants to realize dreams of owning family-run businesses.<sup>3</sup>

The downtown dilemma in White Center is similar to many small-town American main streets in that its marginality makes it susceptible to both renewal and blight. The latter is unlikely to occur due to its proximity to downtown Seattle and increasing development pressures in the region. Renewal would represent a number of challenges to the businesses that shape the character of the community. These small retail businesses are often owned by immigrant families that speak English as their second or third language and have little or no technical business management experience. Economic pressure from outside business interests would create intense competition for the small, diverse shops that make the downtown appealing. Accordingly, this element outlines the downtown's assets and challenges, and suggests strategies to maintain its unique historic character and relevancy to residents while developing appropriate economic development options.

Any concentrated economic development, such as the placement of a destination business, design or façade upgrades, and other improvements to community life, will likely increase White Center's desirability. The strategies proposed

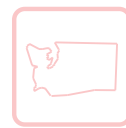
herein attempt to strike a balance between the needs of residents and the inevitability of development—represented by recent and proposed developments in and around the downtown and the attractiveness of the area to annexation. The ultimate solution will be a hybrid strategy that includes measures to preserve the downtown convenience businesses while welcoming destination businesses that have potential to heighten the downtown's success. The preferred scenario presented in this section balances these two interests and aims to limit displacement and counteract the negative effects of gentrification on the community.

### 2.3 Purpose

The overarching purpose of the Downtown Element is to ensure that downtown White Center matches the community's vision. Recommendations evolved from extensive background research, including a downtown business inventory, business survey, gap analysis,<sup>4</sup> case study analysis, expert interviews, identification of assets, challenges, and opportunities, formulation of improvement strategies, and the development of community alternatives. Each of these processes is covered in depth in the Methodology section. The final recommendation includes a future downtown scenario that attempts to implement fully the vision of WCCDA and the White Center community.

<sup>4</sup> A gap analysis is a real estate assessment tool enabling a jurisdiction to compare its actual business type availability with its potential business type performance. The goal is to close the gap by introducing new business types compatible with consumer demand, competitor supply, and land availability. National Association of Realtors. "Glossary of Commercial Real Estate Terms." December 2005. 17 May 2007 <[http://www.realtor.org/commercial/commercial\\_staff/index.html](http://www.realtor.org/commercial/commercial_staff/index.html)>.

<sup>3</sup> White Center: Main-Street Use and Design Guidelines. Seattle: UW Storefront Studio, 2004.



## 3.0 Methodology

Participants at the February community workshop identified several goals for downtown, including:

- *Increase the appeal of White Center for residents and those living outside the community* by providing residents access to downtown goods and services, while attracting visitors from outside the community.
- *Encourage various building and streetscape improvements* by addressing parking, pedestrian amenities, street trees, façade deterioration, and the lack of investment in older buildings and vacant parcels.
- *Protect the existing business atmosphere* by retaining the downtown's mix of locally owned businesses, business type diversity, and multi-cultural character.
- *Limit the negative externalities of some businesses* by respecting the private property rights of owners of controversial businesses, while limiting negative effects on surrounding businesses.

A multi-pronged analysis of the downtown climate included a downtown business inventory, business survey, and gap analysis to further understand the state of the White Center downtown from a variety of sources. Additionally, the downtown's assets, challenges, and opportunities were investigated, expert interviews were conducted, and downtown revitalization projects were reviewed. Together these analyses provide a foundation for developing community alternatives for downtown.

### 3.1 Boundaries of Downtown White Center

As illustrated by Map 1, downtown is defined as the 12 block area bounded by Cambridge Street to the north, SW 100<sup>th</sup> Street to the south, 17<sup>th</sup> Avenue SW to the west, and 15<sup>th</sup> Avenue SW to the east. These 12 blocks represent the historic retail core of White Center according to the WCCDA. During consultation with the WCCDA, this area was recommended as a focal point for strengthening the business core. Though this area does not fully encompass White Center's secondary and tertiary business areas, it was identified by the WCCDA as the critical location for place-making – one of the principal goals identified during the February community workshop.

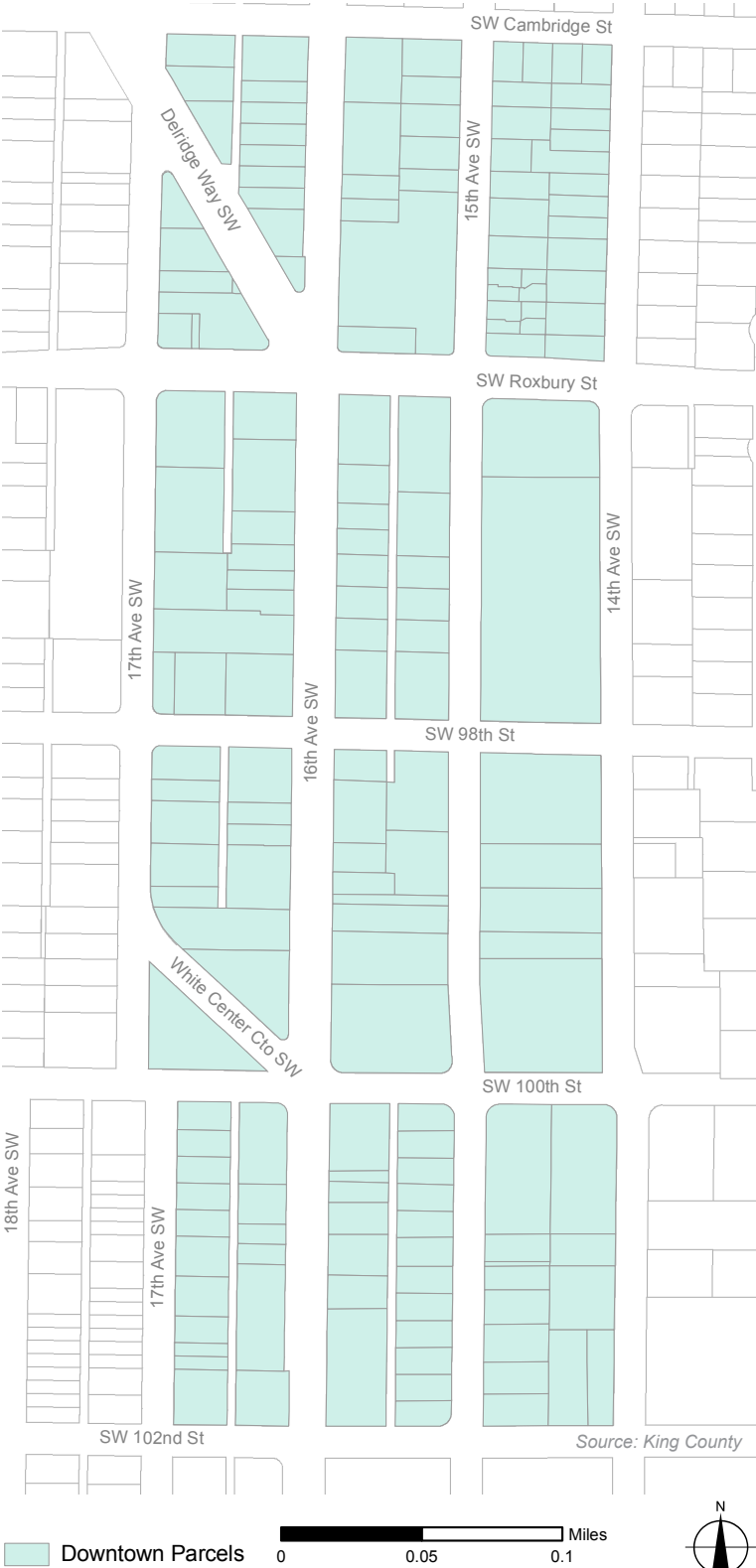
### 3.2 Assets, Challenges, and Opportunities Analysis

Analysis of assets, challenges, and opportunities forms the basis for the downtown vision, goals, and objectives, all of which are related to vibrancy and inclusion. This analysis facilitated greater understanding of the downtown in regards to possible preservation and improvement measures. The following lists identify these assets, challenges, and opportunities:

#### Assets

- A significant amount of sidewalks and crosswalks in the downtown
- Extensive social networks among and

Map 1: White Center Downtown



between ethnic groups

- Diverse community of business owners and customers
- Wide range of goods and services available at prices affordable to community members
- Assorted variety of affordable and authentic African, American, Asian, Latin American, Middle Eastern, and Indian restaurants and food markets
- Strong potential for marketing the downtown as a district that has unique qualities and attracts visitors

### Challenges

- A lack of downtown place-making features, wayfinding measures, and effective gateway markers
- Absence of the capacity to advertise and manage reinvestment funds to improve the existing building stock
- A lack of living-wage jobs in White Center attributable to lack of the right business mix, office space, and appropriate building use conversion;<sup>5</sup> industrial uses have not proven successful
- The threat of gentrification necessitating protection of the small, locally owned businesses and central downtown character
- A general perception that the downtown is unsafe at night. This may be attributed to a limited police presence, a lack of quality lighting, and a noisy nighttime bar scene.
- Limited downtown police coverage due to City of Seattle and King County jurisdictional boundaries. Community meeting participants have identified the area north of SW Roxbury Street as being less safe than the area to the

south. This street divides law enforcement, with King County providing services to the south and Seattle to the north.

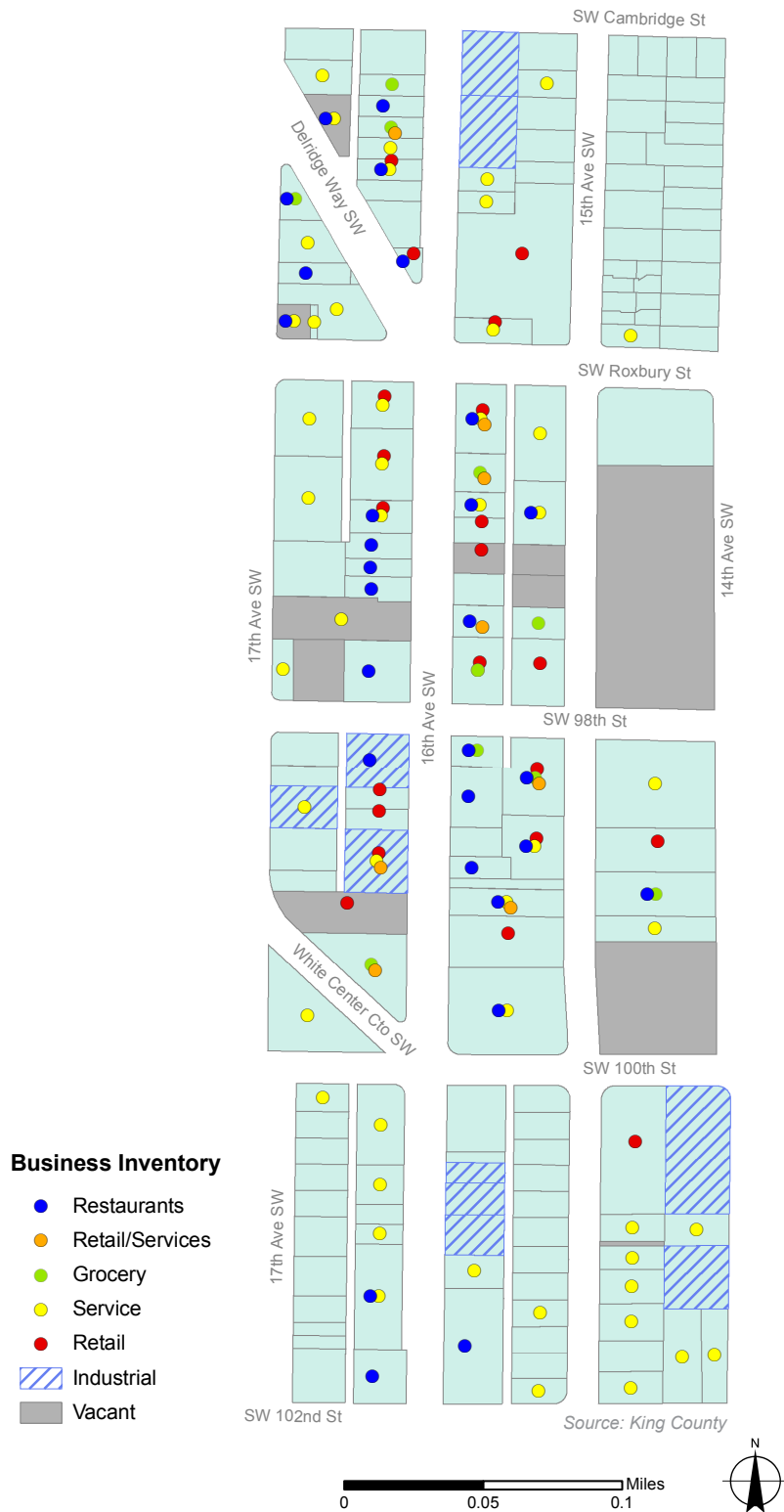
- A transit hub near Bartell Drugs that is unsafe because of insufficient lighting and lack of police presence in the area

### Opportunities

- Funding opportunities are available for various downtown improvements such as Community Development Block Grants and HUD 108 Loan Program. Better program management and outreach is needed so that business owners can take advantage of these. Research should be completed to identify additional funding sources and compile a comprehensive list of funding streams and their eligibility guidelines.
- Efforts by many nonprofits, advocacy groups, and governmental agencies, including the Trusted Advocates, Making Connections, and the WCCDA, to address community building in White Center. These organizations provide a vehicle for advancing many of the initiatives relevant to the downtown.
- A transit center at 15<sup>th</sup> Avenue SW and SW Roxbury Street that may be appropriate for transit-oriented development (TOD). King County Metro Transit has designated this area a transit hub and has increased service to this location.
- Many parks and affordable housing units exist within close proximity (one-quarter mile) of the downtown. The distance presents a proximity at which the area is accessible by walking. Linkages between the parks and housing, employment, shopping, and recreation are opportunities for connections with the downtown.
- Many redevelopable lots are located within the downtown and its surrounding area. These are ripe for improvement and have potential to significantly advance the community's

<sup>5</sup> Moser, Ray. Personal Interview. 27 Apr 2007. The DSHS building conversion was performed by a state contractor who only has experience in state office building conversions. The retail space on the building's first floor is poorly designed and not attractive to lessees. As well, downtown industrial uses have not been successful – as indicated by the recent re-zoning of industrial to mixed-use commercial for the White Center Plaza on 100<sup>th</sup> Street and 14<sup>th</sup> Avenue SW.

## Map 2: Downtown Business Inventory



vision for the downtown.

### 3.3 Business Inventory

An inventory of the downtown business mix was conducted. The business name, type, address, and hours of operation were recorded for each parcel based on current signage. On parcels with multiple businesses, each business was cataloged with its approximate location within that parcel. Vacant parcels and storefronts, as well as parking lots, were also noted. This data was then entered into a geographic information system program.

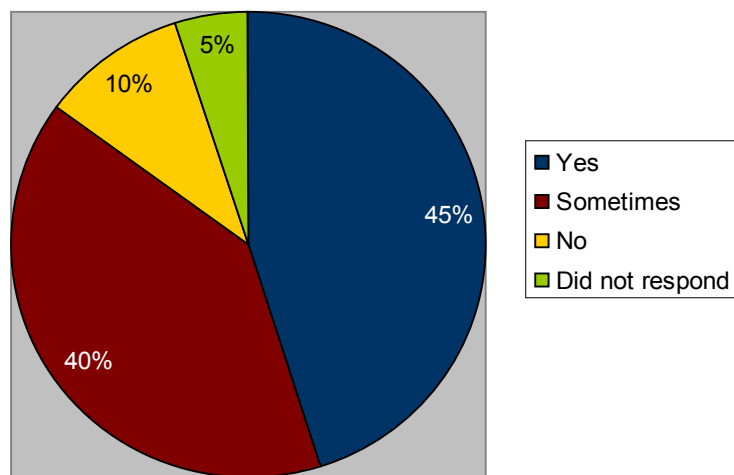
Appendix 2.1 lists the business mix found in the downtown during an April 15, 2007 walking survey. Many downtown businesses sell a diverse array of products in one retail store. Examples are a smoke-shop that sells both convenience groceries and fighting swords, and a gift shop that sells clothing, and offers alterations and sewing

repairs. This type of multi-functional business was categorized based on its apparent principal product or service.

149 downtown businesses were inventoried. The majority of these are service-oriented with automotive, beauty salons, and finance institutions the most abundant. Ethnic restaurants are also plentiful. There are ten grocery stores, including two supermarkets and two produce stands. The downtown is also home to seven bars, five of which are located on 16<sup>th</sup> Avenue SW within a half-block of its intersection with SW 98<sup>th</sup> Street. This is notable given the planned pedestrian corridor along SW 98<sup>th</sup> Street that will connect Greenbridge to downtown. Map 2 on the previous page shows the spatial relationships between the business types.

### 3.4 Business Survey

**Graph 1: Is White Center a Good Place to do Business?**



Source: WCCDA

Graph 1 indicates that 45% of business owners surveyed thought White Center was a good place to do business, while only 10% did not.



The WCCDA surveyed 20 downtown businesses, including ten retail shops, six restaurants, one bakery, and one general service provider. (See Appendix 2.2 for survey questions.) The 20 businesses represent 13% of all businesses in the downtown.

Survey responses indicate the prevalence of small, independent downtown businesses. Nineteen of the surveyed owners have leases, while only one owns the business property. The average lease is approximately five years. This combination of low property ownership and short leases could result in high business turnover should rental prices rise. Ten years is the current average tenure of the surveyed businesses.

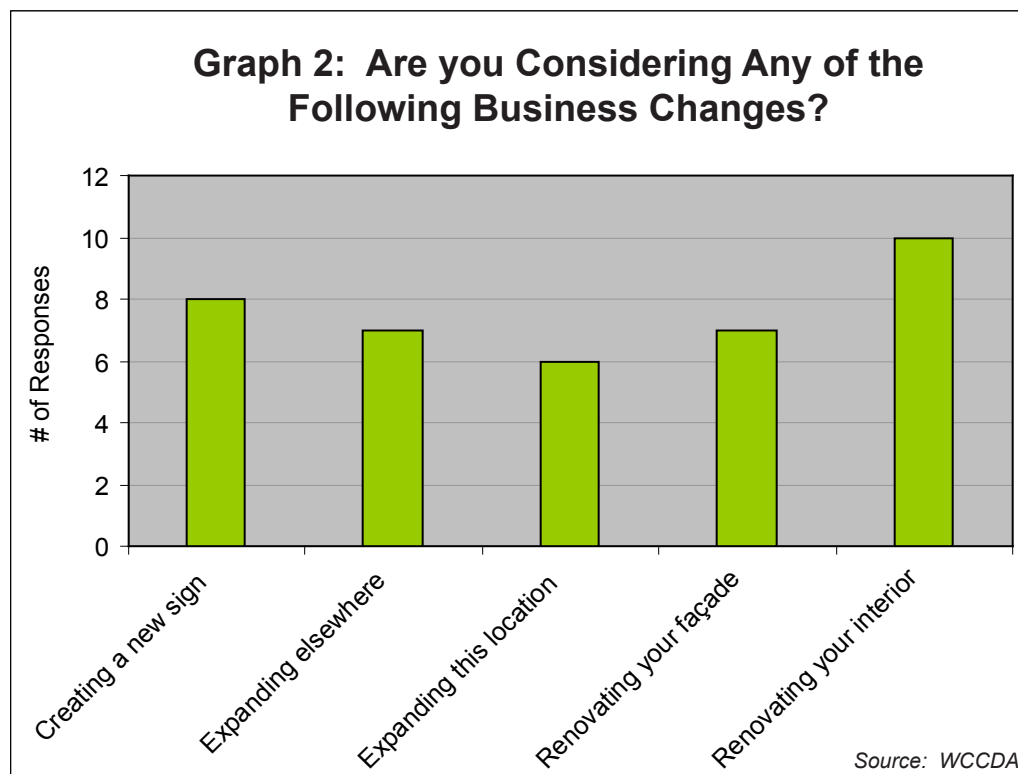
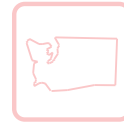
As Graph 1 on the previous page demonstrates, nearly all of the respondents called White Center a good place to do business either some or all of

the time. One respondent liked doing business in White Center because of the people, while other respondents complained about competition and crime in the area.

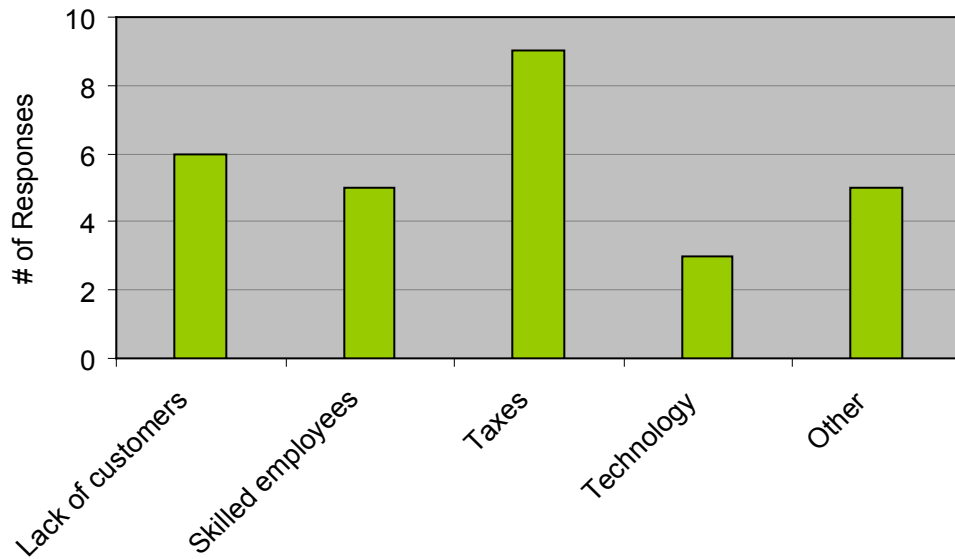
As illustrated in Graph 2, 13 out of 20 respondents said that they would like their business to grow. Six respondents said they would like to expand at their current location, while seven said they would like to expand at another location. This indicates that these small, independent businesses are eager to grow. However, these survey results demonstrate they may require help to do so.

Nine respondents said the biggest challenge they face is taxes. Others named competition and difficulties with promotion. The complete results are detailed in the Graph 3.

The final section of the survey was designed to

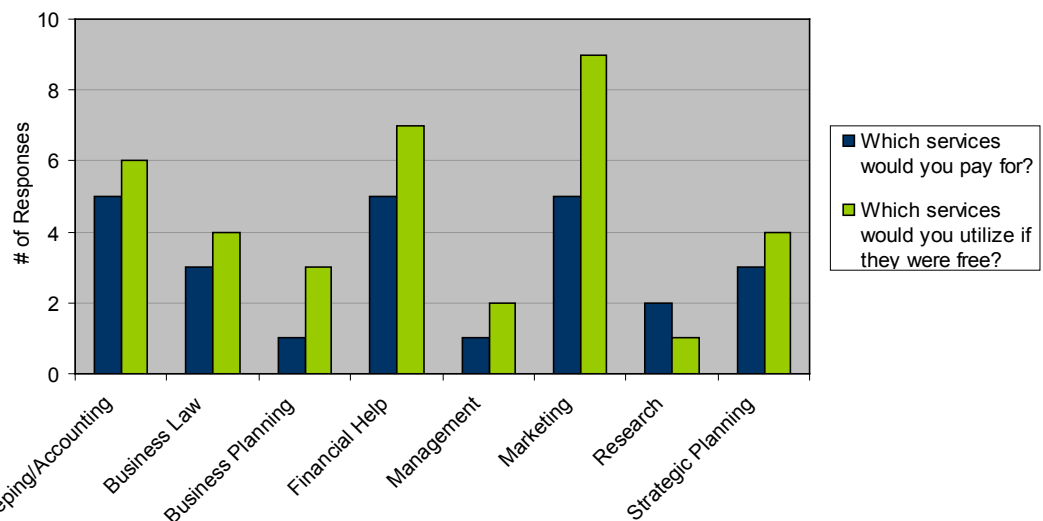


**Graph 3: What are the Biggest Challenges Facing your Business?**



Source: WCCDA

**Graph 4: Service Preferences**



Source: WCCDA

determine what services would be most useful for downtown business owners. As illustrated in Graph 4, most business owners said they would utilize marketing services, financial help, and bookkeeping or accounting services if they were offered for free. Many respondents also reported a willingness to pay for these services.

Overall, surveyed business owners were optimistic about White Center's future as a desirable business location. Seven respondents said they would be willing to work with other White Center businesses and an additional eight indicated they might be willing to do so.

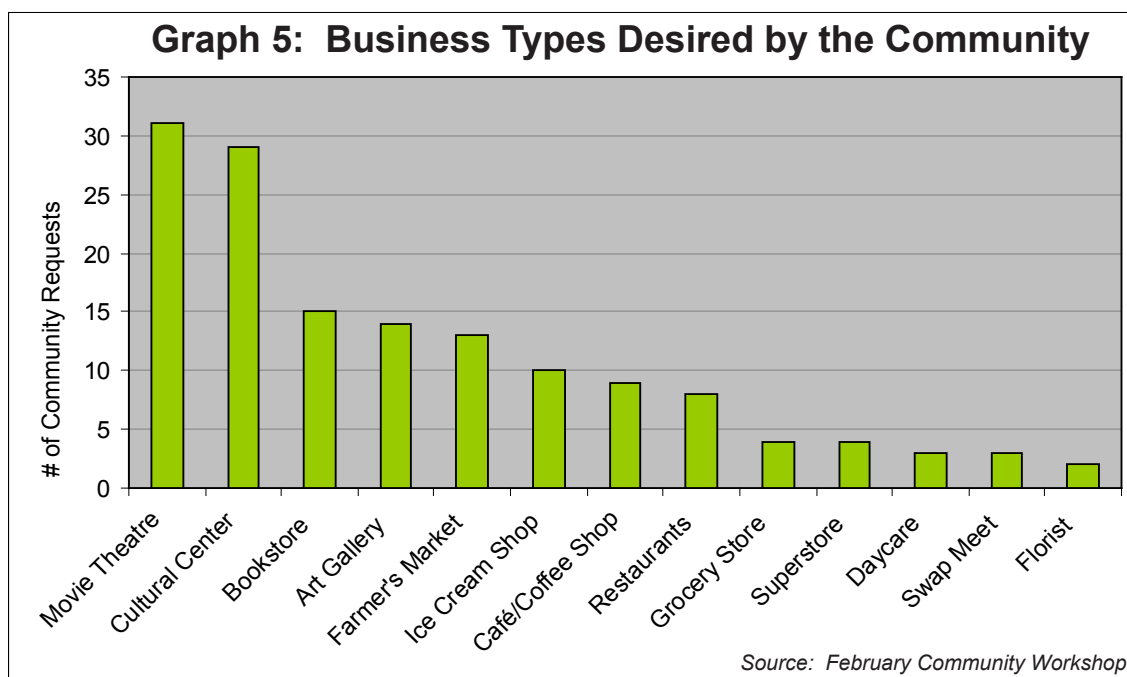
### 3.5 Gap Analysis

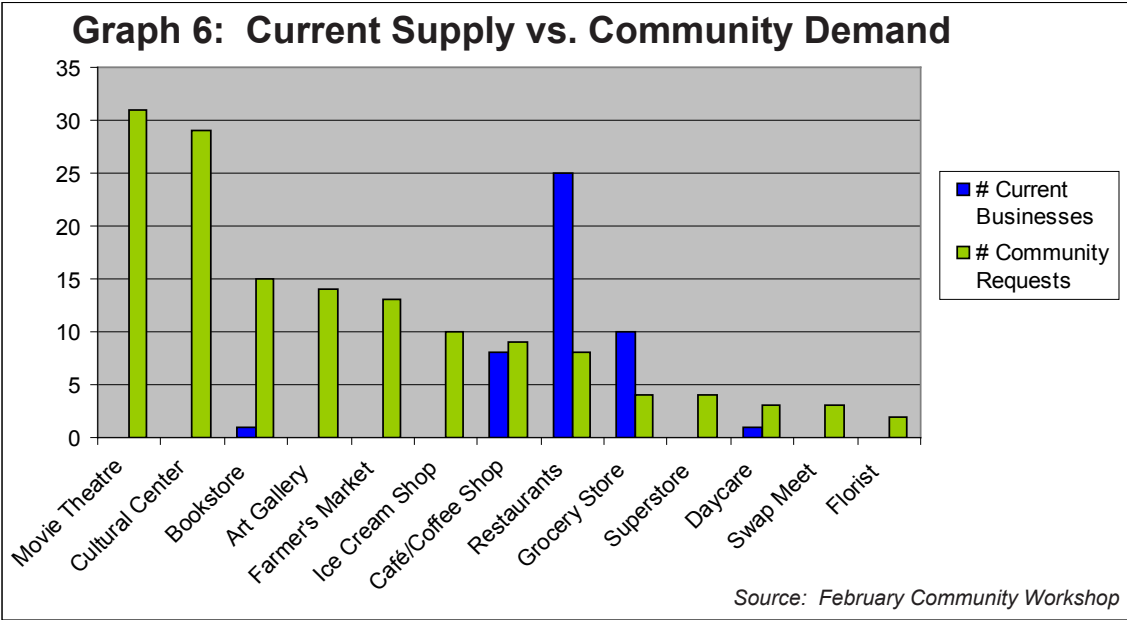
A gap analysis examined the downtown's current business mix in relation to the business desires expressed by the community. This analysis informs the community alternatives for the downtown discussed later in this report.

The first step in the gap analysis was to assess community member desires for downtown business services. Input was gathered at the February Community Workshop. Graph 5 illustrates community member preferences.

The community's strongest indicated preference is for a movie theatre and cultural center. The community also indicated desire for a bookstore, art gallery, and farmers market. These are all examples of destination businesses that attract customers with their uniqueness. Consumers plan visits to a destination business and often travel ten or more miles depending on the attractiveness and availability of the concept.<sup>6</sup> In the second step, the findings were compared to the current availability of these businesses in

<sup>6</sup> Fenker, Richard M. The Site Book: A Field Guide to Commercial Real Estate Evaluation. Fort Worth, Texas: Mesa House Publishing, 1996.





This figure illustrates the extent to which the community desires for various business types voiced at the February Community Workshop are met by the current business mix.

**Table 1: Presence of Competition for Potential Destination Businesses**

| Destination Type           | Present in Westwood Town Center | Closest Destination Type to White Center  |
|----------------------------|---------------------------------|---|
| Bookstore                  | Y                               | 0.8 miles: Westwood Town Center.  |
| Cultural Center            | N                               | 3.3 miles: Youngstown Cultural Art Center.  |
| Farmers' Market            | N                               | 3.8 miles: Burien.<br>4.5 miles: West Seattle.<br>6 miles: Columbia City.<br>8.6 miles: Tukwila.<br>10.5 miles: Des Moines. |
| Arena Soccer               | N                               | 3.9 miles: Arena Sports Seattle.  |
| Art Gallery                | N                               | 5.8 miles: Columbia City.<br>6.5 miles: Pioneer Square.   |
| Movie Theatre              | N                               | 5.8 miles: Columbia City Cinema.<br>6.0 miles: West Seattle Admiral Twin.<br>8.7 miles: Cineplex Odeon at Southcenter.      |
| Swap Meet                  | N                               | 7.1 miles: Seattle Indoor Swap Meet, Tukwila.   |
| Ethnic Restaurant District | N                               | 7.8 miles: International District, Seattle.<br>8.5 miles: Central District, Seattle.  |
| Roller Skating Rink        | N                               | 18.2 miles: TLC Family Skating Center, Kent.  |

Source: Google Maps

White Center, and are shown in Graph 6.

As illustrated above, the community's most desired businesses are not available in White Center. Community members were responding specifically to the question, "What business would you like to see in White Center?" This question implies that the desired business type should not already be present. This input went into the market analysis conducted for this element. A list of potential destination business was drafted based on the community's stated preferences, as well as past and future White Center business projects. Next, a search was conducted to locate the presence of these business types within approximately ten miles of downtown. The results of this search are illustrated in Table 1.

The greater Seattle area is home to many of the destination business types sought by the White Center community. In particular, the surrounding area hosts several farmers markets and first-run movie theaters, easily accessible to White Center residents. Since these are destination businesses, they would need to draw customers from outside White Center to be successful – something unlikely to occur if existing competition is strong. These findings do not necessarily rule out the location of similar businesses in White Center, but do suggest that a more intensive option analysis should be conducted.

The gap analysis results suggest that a swap meet and specialty movie theater might be successful destination businesses for White Center. A similar study found that residents of the neighboring community of Delridge also desire a movie theatre. This supports the need for a theatre locale that is accessible to both neighborhoods. A co-operative art gallery, as developed in the Civic Capacity Element of this plan, also might be successful. All of these destination business types are entertainment venues, which tend

to complement nearby restaurants, ice cream shops, bars, and hotels.<sup>7</sup> Strengthening and promoting White Center's ethnic restaurants as a destination for international cuisine is another promising option. This would require restaurants to coordinate their marketing efforts.

Even though this gap analysis shows that a roller skating rink would face minimal competition, its potential success is uncertain given the recent closing of the Southgate Skate Center. If a roller skating rink is considered, it would need a distinctive vision and innovative marketing to succeed.

### 3.6 Research of Similar Areas

A number of downtown development models were reviewed. These feature successful business districts in communities similar to White Center and offer useful lessons relevant and applicable to the downtown, community, and WCCDA. Cases were selected from neighborhoods that faced some of the same challenges as White Center and involved downtown revitalization to retain character and community. The four cases, which are highlighted on the following pages, contain approaches that inform the downtown alternatives and recommendations that follow this section. Case study reviews can be found in Appendix 2.3 of this report.

<sup>7</sup> Fenker, Richard M. The Site Book: A Field Guide to Commercial Real Estate Evaluation. Fort Worth, Texas: Mesa House Publishing, 1996.



### **23<sup>rd</sup> Avenue District – Oakland, California**

The 23<sup>rd</sup> Avenue District resembles White Center in a number of ways. First, it is home to a growing number of immigrant families and known as one of the most diverse neighborhoods in the country. Furthermore, the 23<sup>rd</sup> Avenue District is adjacent to more developed areas that are rapidly gentrifying. The neighborhood plan focuses on downtown improvements designed to increase desirable businesses, cleanliness, and safety. As a city, Oakland is attempting to transform 23<sup>rd</sup> Avenue into a neighborhood service center with the businesses as a focal point of revitalization.

The 23<sup>rd</sup> Avenue District plan calls for five strategies, each with multiple action items. The most applicable strategy, the *Thriving Businesses Model*, includes the following projects:

- Link business owners to new resources, including technical assistance providers, loans, and other incentives for property improvements.
- Generate nighttime activities and community events to promote local stores and increase “eyes on the street.”
- Develop a Business Improvement District (BID).
- Market the neighborhood.
- Develop a proposal for revising the city’s Façade Improvement Program.
- Organize an inclusive design charette.
- Develop a local business incubation program.

### **Columbia City – Seattle, Washington**

The Columbia City downtown is a diverse and vibrant community that has experienced rapid growth in the past ten years. White Center might look like Columbia City in another ten years if current trends continue. Below is a list of specific Columbia City downtown implementation activities. These are applicable to White Center and were used to create the downtown alternatives and recommendations.

- Provide streetscape improvements in the business district core. Extend the signature streetscape pattern of Columbia City’s Landmark District as street front redevelopment occurs. This includes brick paving patterns, street lights, landscaping, and street furniture improvements.
- Develop a parking management plan. Seek formal approval for public use of the area’s private parking lots. Manage employee parking in a manner that reduces impacts on customer/visitor parking availability.
- Open an art gallery.
- Enhance and promote the Columbia City Cultural Center.



### Greenwood/Phinney Ridge – Seattle, Washington

The Greenwood/Phinney Ridge neighborhood is similar to White Center in two ways: both neighborhoods are approximately equidistant from downtown Seattle and both are trying to develop a thriving main street. Although the socio-economic makeup of Greenwood/Phinney Ridge is different, the success of the neighborhood's redevelopment efforts provides some important lessons in implementing physical main street improvements. The following are the principal Greenwood/Phinney Ridge downtown strategies laid out in 1999:

- Use traffic calming, special paving, lighting, plantings, and benches to enhance the main street and redeveloped center.
- Develop a sidewalk and building façade improvement plan to encourage pedestrian activity.
- Improve the N 85th Street crossroads corridor with gateway, façade, and sidewalk improvements.

Many of the strategies and approaches used in Greenwood/Phinney Ridge are applicable to White Center. The Greenwood Town Center Plan is an example of a successful and innovative approach to developing a large, central, mixed-use downtown hub. Tools utilized include articulation of specific development goals, zoning changes, and pedestrian-oriented redevelopment. All of which could be used in White Center's downtown.



### The Main Street Approach

The National Trust Main Street Center offers a comprehensive commercial district revitalization strategy that has been widely successful in towns and cities nationwide. Additionally, the Center provides numerous case studies illustrating this approach. Below are four central Main Street tenets that work in concert to build a sustainable and complete community revitalization effort:

- *Organization* involves getting the community to work toward the same vision and goals and accessing the appropriate resources to implement a downtown revitalization program.
- *Promotion* sells a positive image of the downtown and encourages visitors and residents to enjoy the downtown safely and comfortably.
- *Design* uses redevelopment tools to create an inviting atmosphere through attractive window displays, building improvements, street furniture, signs, sidewalks, street lights, and landscaping.
- *Economic Restructuring* highlights the economic strengths of the community and recommends positive changes that serve to capitalize on the potential of the commercial district.

Each point is applicable to the White Center downtown vision and firmly supports the suggested downtown alternatives and recommendations.



## 4.0 Alternatives

The two community alternatives were created via this series of steps:

- Collect public input
- Research relevant information and perform downtown fieldwork
- Analyze technical information
- Determine feasibility of action strategies
- Locate funding sources
- Identify indicators of success

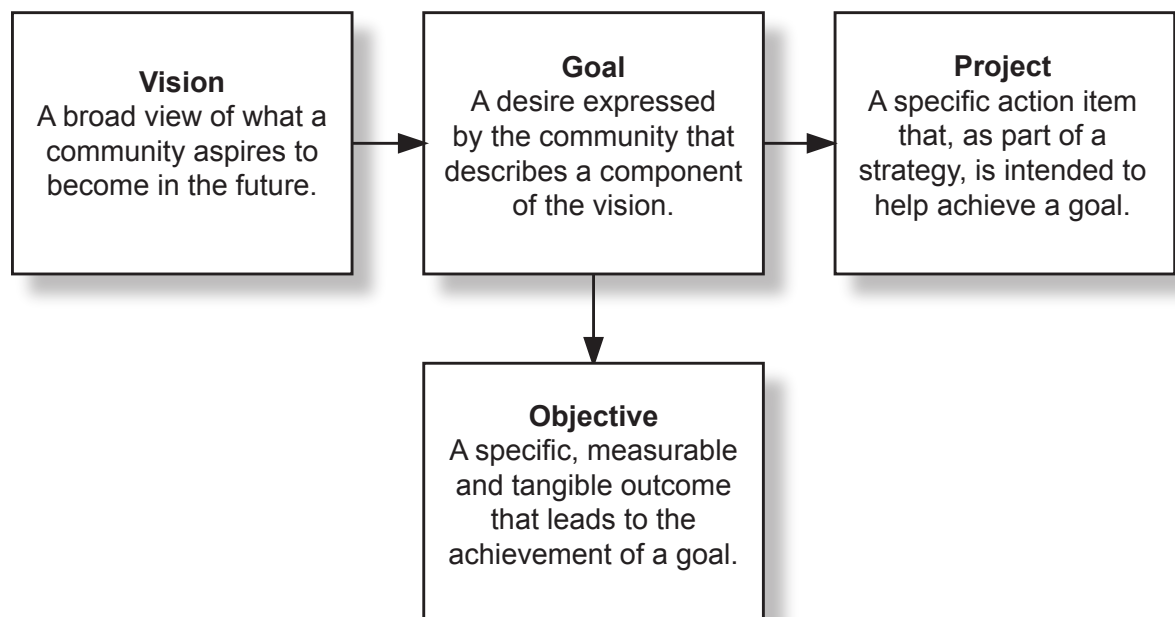
### 4.1 Alternatives Framework

The diagram below illustrates the relationships between *visions*, *goals*, *objectives*, and *projects* as used in the community alternatives.

The community alternatives were developed with input from the community and the WCCDA. Input was derived from various forms of community outreach and interviews with related professionals. This outreach, beginning with the November Kick-off Party and continuing with the February Community Workshop, also included business surveys and meetings with the WCCDA.

The two initial community alternatives were developed with input from public meetings held in November 2006 and February 2007. At these meetings, a variety of community engagement exercises garnered input through prioritization exercises, identification of business types desired by the community, and various other measures intended to gather the community's vision for the downtown. Two disparate downtown visions arose from the participants and were used to create two community alternatives with opposing yet overlapping aims, for example, providing goods and services to the surrounding community and/or attracting outside visitors. After consultation with the WCCDA, the balance of the two community alternatives became a goal for creating a preferred scenario.

Some overlap occurs within the two community alternatives, such as the desire for an increased sense of public safety. Other goals focus on the differentiation of the community alternatives' components in order to illustrate the idea of two distinct development options.



Each alternative includes strategies and projects intended to achieve identified goals. The strategies and projects included in each alternative are partly based on case studies of communities that successfully implemented neighborhood plans. Before these projects and strategies were deemed appropriate for White Center, they were judged for financial feasibility and likely acceptance by the community and downtown business owners. For example, in the business survey, many owners named taxes as their biggest constraint. Accordingly, a Business Improvement District (BID) that taxes property and business owners to fund maintenance, capital improvements, and promotion of a downtown may not be popular with all business owners. Finally, measurable outcomes provide a method for judging the projects' effectiveness in achieving the preferred scenario's goals. Monitoring and evaluation will allow lead agencies to track the effectiveness of the plan. Some projects are long-term and others are short-term.

#### 4.2 Community Alternatives

The destination place and community hub alternatives were developed to provide two distinct downtown improvement strategies. The full set of alternative projects can be found in Appendix 2.4. The two community alternatives are described in greater detail below:

##### Alternative 1: Community Hub

This alternative would strengthen the downtown's ability to provide cultural, commercial, and residential uses that are attractive to the residents of White Center. To realize this vision, the Community Hub alternative seeks to expand downtown business opportunities and success by providing technical support and networking programs for business owners. Suggestions for new businesses address gaps in existing services and retail, with a focus on increasing self-sustaining and family-friendly venues. In this

alternative, minor modifications should be made to improve safety and walkability. To create a more welcoming and pleasant atmosphere for residents, simple design and character enhancements also are suggested.

##### Alternative 2: Destination Place

The vision of this community alternative is to create a downtown that increases the appeal of White Center for those living outside the community. To realize this vision, the Destination Place alternative seeks to cultivate a thriving and accessible downtown by altering design and character to form a unified and polished streetscape. While modifications should enhance the existing design and character that define the identity of White Center, they also should include significant changes to the built environment and general atmosphere that transform the outside perception of safety in White Center. The centerpiece of this community alternative is the recruitment of a destination business that attracts visitors from neighboring communities. A public relations campaign coupled with wayfinding techniques (see discussions of wayfinding in the Public Safety & Pedestrian Environment Element, and Civic Capacity Element of this plan) is suggested to promote White Center and reinforce its appeal as a destination.



## 5.0 Recommendations

### The Preferred Scenario: The Vibrant Core

The preferred scenario balances the employment, housing, service, and recreational needs of White Center residents with the desire of non-residents to work, live, shop, and play in new and intriguing places. This scenario is built upon the previous community alternatives and was created based on community feedback, extensive analysis, and direction from the WCCDA.

### Vision

Downtown is the heart of White Center and an asset to the region. This vision recognizes the central role that the area serves in residents' lives while providing an area that is welcoming to visitors. Achieving this vision would result from businesses in the Vibrant Core tailoring their business strategies to meet the needs of the local population, while seeing the opportunity provided by bringing others into White Center.

More residents would be attracted to the area through a diversity of housing options within the downtown and goods and services within a five-minute walk. Businesses would take advantage of positioning in relation to the transit hub at 15<sup>th</sup> Avenue SW and SW Roxbury Street, connections between nearby developments such as Greenbridge, and an abundant park network. Significant design improvements would achieve a walkable core where pedestrians are favored over automobiles and the streetscape is an inviting place where people choose to congregate. Safety would become much less of an issue than in years past as principles of community policing are accepted by residents and business owners. In turn they would rely less upon officers to regulate behavior in the downtown and more upon a group with a shared interest promoting a positive perception. Overall, the downtown would serve residents and visitors alike and would be known as a place that is safe and vibrant.

### White Center Public Plaza



Source: University of Washington Department of Urban Design & Planning.  
Figure 1a: This area on 16th Avenue is a possible location for a plaza.



Source: "Projects: Claremont Village Expansion." Tolkin Group. 17 May 2007  
<<http://www.tolkingroup.com/>>.

Figures 1b & 1c: Pocket plaza sketches in Claremont, California.



## Goals and Projects

**GOAL 1: Future Encouraged Uses Goal: Ensure that future cultural, commercial, and residential downtown uses cater to residents and visitors.**

- Project 1.1 Provide business service opportunities that connect with the St. James Cultural Center. (See also Civic Capacity Element.)
- Project 1.2 Attract a local bookstore to the downtown.
- Project 1.3 Introduce a specialty movie theater that attracts outside visitors and shows art house, foreign, or niche market movies.
- Project 1.4 Open a public international marketplace that operates as a business incubator focusing on start-up retail and service businesses; an example is shown in Figure 2. (See also Civic Capacity Element and Workforce Element.)
- Project 1.5 Locate and develop an outdoor pedestrian plaza, similar to Figures 1a-c.
- Project 1.6 Site and develop a cooperatively owned art gallery. (See also Civic Capacity.)



Source: Fried, Benjamin. "A New Kind of Market Economics." *Making Places*. October 2005. 17 May 2005 <[http://www.pps.org/info/newsletter/october2005/markets\\_economic\\_development](http://www.pps.org/info/newsletter/october2005/markets_economic_development)>.

Figure 2: Midtown Global Market in Minneapolis, Minnesota.

**GOAL 2: Business Development Goal: Create a downtown that is thriving, accessible, self-sustaining, and family-friendly.**

- Project 2.1     Examine funding opportunities to provide complimentary Chamber of Commerce memberships for downtown business owners.
- Project 2.2     Make better use of available micro-lending programs such as the Washington Cash program in Seattle. (See also Workforce Element.)
- Project 2.3     Ensure the principal business association meets downtown business owner needs, including technical assistance and group marketing.
- Project 2.4     Create a walking map/brochure featuring independent restaurants and commercial destinations, example shown in Figure 4. (See also Civic Capacity Element.)
- Project 2.5     Develop a web-site replicating the walking map/brochure features.
- Project 2.6     Initiate a regional marketing and public relations campaign.
- Project 2.7     Place wayfinding elements at critical intersections, which also include White Center historical information, example in Figure 4. (See also Public Safety & Pedestrian Environment Element and Civic Capacity Element.)
- Project 2.8     Brand and publicize White Center (See projects 2.9 – 2.11.)
- Project 2.9     Explore community land trust and business co-operative models to increase the commercial real estate ownership by downtown tenants.<sup>8</sup> (See also Housing Element.)
- Project 2.10    Promote infill and increased density business development in vacant or redevelopable lots. (See also Land Use Element.)
- Project 2.11    Support family-friendly and daytime businesses with marketing and public relations campaigns.

<sup>8</sup> A detailed explanation of this model can be found at: "ROMs: Cooperative Ownership Models." *PolicyLink*. 15 May 2007 < [www.policylink.org/EDTK/ROMcoop](http://www.policylink.org/EDTK/ROMcoop)>.

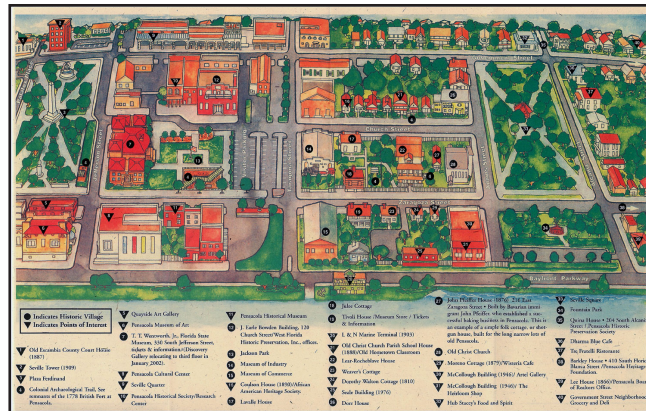


### GOAL 3: Public Safety Goal: Resolve the safety concerns of residents and the perception of the downtown as unsafe.

- Project 3.1 Address residents' concerns about bars/pubs, dance halls, and bus stop safety. (See also Public Safety & Pedestrian Environment Element.)
- Project 3.2 Establish good neighbor agreements and improve block watch programs that encourage self-monitoring and community surveillance, including encouraging business owners to leave interior and exterior lights turned on at night. (See also Public Safety & Pedestrian Environment Element.)
- Project 3.3 Decrease business vacancies through Goal 2 projects.
- Project 3.4 Implement design standards that promote safety and the ability to keep "eyes on the street."



Source: University of Washington Department of Urban Design & Planning  
Figure 3: Altered wayfinding signs in White Center



Source: "Historic Walking Map." Pensacola Historical Society. 17 May 2007 <<http://www.pensacolahistory.org/graphics/historic-map.jpg>>.

Figure 4: Walking map that feature restaurants and



**GOAL 4: Streetscape Improvement Goal: Promote a downtown that is functional, visually appealing, and walkable (Figures 6 and 7).**

- Project 4.1 Improve the bicycle network. (See also Public Safety & Pedestrian Environment Element.)
- Project 4.2 Repaint crosswalks and/or use color “stamps” on intersection and mid-block asphalt. (See also Public Safety & Pedestrian Environment Element.)
- Project 4.3 Site and install gateway features. (See also Public Safety & Pedestrian Environment Element)
- Project 4.4 Site and install street furniture including: benches, garbage containers, and bike racks (Figure 5).
- Project 4.5 Site and install community-created public art. (See also Civic Capacity Element.)
- Project 4.6 Site and install better street and alley lighting. (See also Public Safety & Pedestrian Environment Element.)
- Project 4.7 Provide incentives for underutilized parking lot redevelopment.
- Project 4.8 Enhance sidewalk connections to surrounding areas and uses. (See also Public Safety & Pedestrian Environment Element.)



Sources: “Metal Park Benches #2.” Chiggerknob Swings. 17 May 2007 <<http://www.a-project-playground.com/park-bench-2.htm>>. “Current and Recent DDA Projects.” Downtown Development Authority, Ann Arbor, Michigan. 17 May 2007 <<http://www.a2dda.org/images/hydrantashley.jpg>>.

Figure 5: Simple treatments like street furniture, fire hydrant painting, and branding with banners provide an opportunity for the community to express its individuality.



Source: "Smart Growth." Environmental Protection Agency. 19 January 2007. 17 May 2007 <[http://www.epa.gov/smartgrowth/case/eightp\\_p1.htm](http://www.epa.gov/smartgrowth/case/eightp_p1.htm)>.

Figure 6: The Vibrant Core preferred alternative recommends street furniture like that found here in Boulder, Colorado. Multi-storied buildings with first floor retail and housing above are central to the Vibrant Core.



Source: University of Washington Department of Urban Design & Planning

Figure 7: The sketch illustrates downtown facade improvements such as fresh paint, awnings, signage, and street furniture.





**GOAL 5: Building Improvement Goal: Enhance downtown design features to promote inviting building form (Figure 8).**

- Project 5.1 Improve current building facades, while allowing a variety of storefronts.
- Project 5.2 Establish a special-purpose fund for the screening of industrial uses, and/or update jurisdictional development regulations to require industrial screening (enforceable with new development permit applications).
- Project 5.3 Implement a program that eliminates or de-emphasizes bars on storefront windows (Figure 9).
- Project 5.4 Implement diverse design options for high density housing. Consider nonprofit models to develop these. (See also Housing Element.)
- Project 5.5 Explore Form-based Codes to create a pedestrian-oriented environment that includes build-to lines<sup>9</sup>, parking to the rear of buildings, limited frontage vehicle access, abundant windows, and other design standards.
- Project 5.6 Install paid parking to increase walkability and generate downtown revenue to fund special-purpose projects.



Source: "Smart Growth." U.S. Environmental Protection Agency. 17 January 2007. 17 May 2007 <[http://www.epa.gov/smartgrowth/case/belmont\\_p2.htm](http://www.epa.gov/smartgrowth/case/belmont_p2.htm)>.

Figure 8: Successful mixed-use building with banners in Portland, Oregon. The well-marked crosswalk and tree-lined sidewalks make the space inviting to pedestrians.

<sup>9</sup> A build-to line is the maximum distance a building must be built from the front property line.

## 6.0 Implementation



Source: University of Washington Department of Urban Design & Planning  
Figure 9: This sketch illustrates how fresh paint, planters, new lighting, and street furniture make a storefront more inviting. Removing safety bars is another step towards creating a welcoming and safe atmosphere.

Implementation measures are incorporated into the following matrices. The projects are tabled under the goals described in the preferred scenario. For each project, a lead agency or organization, funding mechanism, measurable outcome, and timeline have been identified. The matrices on the following pages are ordered by project time; the short-term projects are listed first as they are generally the most feasible of the projects. This implementation plan can be adapted as White Center develops.



**Table 6.1 Future Encouraged Uses**

| <b>Goal 1: To ensure that future cultural, commercial, and residential Downtown uses cater to residents and visitors.</b> |  |  |  |  |                     |                    |
|---|--|--|--|--|---------------------|--------------------|
| <b>Project<sup>1</sup></b>  | <b>Lead Agency/ Organization<sup>2</sup></b> | <b>Funding Mechanism<sup>3</sup></b>     | <b>Measurable Outcome<sup>4</sup></b>  | <b>Timeline (in years)<sup>5</sup></b> |                     |                    |
|   |  |  |  | <b>Short (0-2)</b>                     | <b>Medium (3-5)</b> | <b>Long (6-10)</b> |
| <b>Project 1.1</b><br>Cultural Center   | WCCDA  | Grants (Public and Non-profit)           | Number of businesses using serves offered at Cultural Center   | X                                      |                     |                    |
| <b>Project 1.2</b><br>Local Bookstore   | WCCDA  | Coordination of subsidized loans with KC | A local bookstore in operation   |  | X                   |                    |
| <b>Project 1.3</b><br>Specialty Movie Theater   | WCCDA  | Coordination of subsidized loans with KC | A specialty movie theater in operation   |  | X                   |                    |
| <b>Project 1.4</b><br>International Marketplace   | WCCDA  | Grants (Public and Non-profit)           | Number of business that became self-sufficient after completing the international marketplace business incubator program |  |                     | X                  |
| <b>Project 1.5</b><br>Outdoor Pedestrian Plaza  | WCCDA  | Grants (Public and Non-profit)           | Public plaza(s) built  |  |                     | X                  |

<sup>1</sup> Projects are identified in the preferred alternative, the "Vibrant Core".

<sup>2</sup> Assigns responsibility of agency/organization in charge of this project, but in many instances inter-agency/organizational coordination will be necessary.

<sup>3</sup> Suggested source(s) of funds to implement project.

<sup>4</sup> To be measured by the lead agency 1 year after completion of project. External factors influencing the outcome should be measured by the lead agency/organization as feasible.

<sup>5</sup> Projects are assigned a time period over which they are undertaken and completed. Unanticipated factors may influence timelines, but timelines should be advanced in the identified range when possible.



**Table 6.2 Business Development**

| <b>GOAL 2: To create a downtown that is thriving, accessible, self-sustaining, and family-friendly.</b> |   |   |  |                                  |              |             |
|---|---|---|--|----------------------------------|--------------|-------------|
| Project <sup>1</sup>  | Lead Agency/ Organization <sup>2</sup>    | Funding Mechanism <sup>3</sup>                  | Measurable Outcome <sup>4</sup>                                      | Timeline (in years) <sup>5</sup> |              |             |
|   |   |   |  | Short (0-2)                      | Medium (3-5) | Long (6-10) |
| <b>Project 2.1</b><br>Business Memberships  | WC<br>Chamber of Commerce                 | Grants<br>(Public and Non-profit)               | Increase in number of member businesses                              | X                                |              |             |
| <b>Project 2.2</b><br>Micro-lending Program   | WCCDA/<br>Washington Cash                 | Self-sustaining Program                         | Number of business that participate in the program                   | X                                |              |             |
| <b>Project 2.3</b><br>Technical Assistance  | WCCDA/WC<br>Chamber of Commerce           | Member Dues                                     | Number of businesses taking advantage of assistance                  | X                                |              |             |
| <b>Project 2.4</b><br>Walking Map   | WCCDA/WC<br>Chamber of Commerce           | Member Dues/ Grants<br>(Public and Non-profit)  | Number of walking maps in use  |                                  | X            |             |
| <b>Project 2.5</b><br>Website   | WCCDA/WC<br>Chamber of Commerce           | Member Dues/ Grants<br>(Public and Non-profit)  | Website finished; number of website visits                           |                                  | X            |             |
| <b>Project 2.6</b><br>Marketing Campaign  | WCCDA/WC<br>Chamber of Commerce           | Member Dues/ Grants<br>(Public and Non-profit)  | Number of marketing materials distributed; coverage of circulation   |                                  | X            |             |
| <b>Project 2.7</b><br>Wayfinding Signs  | WCCDA/WC<br>Chamber of Commerce           | Member Dues/ Grants<br>(Public and Non-profit)  | Number of signs installed  |                                  | X            |             |
| <b>Project 2.8</b><br>Branding  | WCCDA/WC<br>Chamber of Commerce           | Member Dues/ Grants<br>(Public and Non-profit)  | Sum of measurable outcomes 2.8-2.11                                  |                                  |              | X           |
| <b>Project 2.9</b><br>Community Land Trust/Co-op  | WCCDA/Strength of Place Initiative (SOPI) | Anne E. Casey or other non-profit organizations | Acreage acquired by Trust; number of participant businesses in co-op |                                  |              | X           |
| <b>Project 2.10</b><br>Vacant Lots and Redevelopment  | Seattle/KC                                | Real Estate Transfer Tax                        | Number of lots that have been developed or redeveloped               |                                  |              | X           |
| <b>Project 2.11</b><br>Family-friendly Businesses   | WCCDA/SOPI                                | Grants<br>(Public and Non-profit)               | Number of family-friendly businesses                                 |                                  |              | X           |

<sup>1</sup> Projects are identified in the preferred alternative, the "Vibrant Core".

<sup>2</sup> Assigns responsibility of agency/organization in charge of this project, but in many instances inter-agency/organizational coordination will be necessary.

<sup>3</sup> Suggested source(s) of funds to implement project.

<sup>4</sup> To be measured by the lead agency 1 year after completion of project. External factors influencing the outcome should be measured by the lead agency/organization as feasible.

<sup>5</sup> Projects are assigned a time period over which they are undertaken and completed. Unanticipated factors may influence timelines, but timelines should be advanced in the identified range when possible.



**Table 6.3 Public Safety**

| <b>GOAL 3: To resolve the safety concerns of residents and the perception of the downtown as unsafe.</b> |  |                                      |  |  |                     |                    |
|--|--|--------------------------------------|--|--|---------------------|--------------------|
| <b>Project<sup>1</sup></b>   | <b>Lead Agency/ Organization<sup>2</sup></b> | <b>Funding Mechanism<sup>3</sup></b> | <b>Measurable Outcome<sup>4</sup></b>  | <b>Timeline (in years)<sup>5</sup></b> |                     |                    |
|  |  |                                      |  | <b>Short (0-2)</b>                     | <b>Medium (3-5)</b> | <b>Long (6-10)</b> |
| <b>Project 3.1</b><br>Community Concerns   | Seattle/KC                                   | Weed and Seed Program                | Reduced number of complaints and citations downtown  | X                                      |                     |                    |
| <b>Project 3.2</b><br>Good Neighbor Agreements/ Block Watch  | WCCDA  | (Minimal administrative costs)       | Number of businesses participating; reduction in noise complaints, and crime rates associated with patrons | X                                      |                     |                    |
| <b>Project 3.3</b><br>Decrease Vacancies   | WCCDA  | Real Estate Transfer Tax             | Decreased vacancy rate downtown  |  | X                   |                    |
| <b>Project 3.4</b><br>“Eyes on the Street”   | Seattle/KC                                   | Grants (Public and Non-profit)       | Increased number of people downtown; crime rate reductions downtown  |  |                     | X                  |

<sup>1</sup> Projects are identified in the preferred alternative, the “Vibrant Core”.

<sup>2</sup> Assigns responsibility of agency/organization in charge of this project, but in many instances inter-agency/organizational coordination will be necessary.

<sup>3</sup> Suggested source(s) of funds to implement project.

<sup>4</sup> To be measured by the lead agency 1 year after completion of project. External factors influencing the outcome should be measured by the lead agency/organization as feasible.

<sup>5</sup> Projects are assigned a time period over which they are undertaken and completed. Unanticipated factors may influence timelines, but timelines should be advanced in the identified range when possible.

**Table 6.4 Streetscape Improvement**

| <b>GOAL 4: To promote a downtown that is functional, visually appealing, and walkable.</b> |  |   |  |                                  |              |             |
|--|--|---|--|----------------------------------|--------------|-------------|
| Project <sup>1</sup>   | Lead Agency/ Organization <sup>2</sup> | Funding Mechanism <sup>3</sup>  | Measurable Outcome <sup>4</sup>  | Timeline (in years) <sup>5</sup> |              |             |
|  |  |   |  | Short (0-2)                      | Medium (3-5) | Long (6-10) |
| <b>Project 4.1</b><br>Bike Network   | Seattle/KC                             | Business Improvement Association/ Local Improvement District              | Re-striped bicycle paths; identification and installation of new paths in appropriate areas              | X                                |              |             |
| <b>Project 4.2</b><br>Repaint Crosswalks and Asphalt Stamping                              | Seattle/KC                             | Business Improvement Association/ Local Improvement District              | Visible crossing areas at intersections and mid-block locations.   | X                                |              |             |
| <b>Project 4.3</b><br>Gateway Features   | Seattle/KC                             | Business Improvement Association/ Local Improvement District              | Four new gateway features at major access points to downtown   |                                  | X            |             |
| <b>Project 4.4</b><br>Street Furniture   | Seattle/KC                             | Business Improvement Association/ Local Improvement District              | Increased number of benches, trash cans, and bicycle racks   |                                  | X            |             |
| <b>Project 4.5</b><br>Public Art   | WCCDA                                  | Grants (Public and Non-profit)/ Donations                                 | Number of installed public art features in streetscape   |                                  | X            |             |
| <b>Project 4.6</b><br>Street Lighting  | Seattle/KC                             | Business Improvement Association/ Local Improvement District              | Uniform street lights spaced every 50-60 feet in downtown; improved alley lighting                       |                                  |              | X           |
| <b>Project 4.7</b><br>Redevelop Parking Lots   | Seattle/KC                             | Council Appropriation   | Reduced parking requirement for downtown businesses, allowing redevelopment of unused off-street parking |                                  |              | X           |
| <b>Project 4.8</b><br>Sidewalk Connections   | Seattle/KC                             | Business Improvement Association/ Local Improvement District/ Impact Fees | Number of linear feet of sidewalks connecting downtown with adjacent destinations                        |                                  |              | X           |

<sup>1</sup> Projects are identified in the preferred alternative, the "Vibrant Core".

<sup>2</sup> Assigns responsibility of agency/organization in charge of this project, but in many instances inter-agency/organizational coordination will be necessary.

<sup>3</sup> Suggested source(s) of funds to implement project.

<sup>4</sup> To be measured by the lead agency 1 year after completion of project. External factors influencing the outcome should be measured by the lead agency/organization as feasible.

<sup>5</sup> Projects are assigned a time period over which they are undertaken and completed. Unanticipated factors may influence timelines, but timelines should be advanced in the identified range when possible.



**Table 6.5 Building Improvement**

| <b>GOAL 5: To enhance downtown design features to promote inviting building form.</b> |   |   |   |  |                     |                    |
|---|---|---|---|--|---------------------|--------------------|
| <b>Project<sup>1</sup></b>  | <b>Lead Agency/ Organization<sup>2</sup></b>  | <b>Funding Mechanism<sup>3</sup></b>                                  | <b>Measurable Outcome<sup>4</sup></b>                       | <b>Timeline (in years)<sup>5</sup></b> |                     |                    |
|   |   |   |   | <b>Short (0-2)</b>                     | <b>Medium (3-5)</b> | <b>Long (6-10)</b> |
| <b>Project 5.1</b><br>Façade Improvements   | WCCDA   | Business Improvement Area, HUD 108, Community Development Block Grant | Number of facades that have been improved                   | X                                      |                     |                    |
| <b>Project 5.2</b><br>Screen Industrial Uses  | WCCDA, Seattle/KC                             | Private property owners, Industrial Screening Fund                    | Number of industrial uses that have been screened           | X                                      |                     |                    |
| <b>Project 5.3</b><br>Bars on Storefronts   | WCCDA   | Business Improvement Area, HUD 108, Community Development Block Grant | Reduced number of storefronts with bars                     |  | X                   |                    |
| <b>Project 5.4</b><br>Downtown Housing  | WCCDA/<br>Strength of Place Initiative (SOPI) | Real Estate Transfer Tax  | Number of new housing units downtown                        |  | X                   |                    |
| <b>Project 5.5</b><br>Form-based Codes  | Seattle/KC                                    | Council Appropriation   | Updated development regulations to include Form-based Codes |  |                     | X                  |
| <b>Project 5.6</b><br>Paid Parking  | Seattle/KC                                    | Council Appropriation for setup, self-sustaining operation            | On-street parking in downtown is fitted with pay stations   |  |                     | X                  |

<sup>1</sup> Projects are identified in the preferred alternative, the "Vibrant Core".

<sup>2</sup> Assigns responsibility of agency/organization in charge of this project, but in many instances inter-agency/organizational coordination will be necessary.

<sup>3</sup> Suggested source(s) of funds to implement project.

<sup>4</sup> To be measured by the lead agency 1 year after completion of project. External factors influencing the outcome should be measured by the lead agency/organization as feasible.

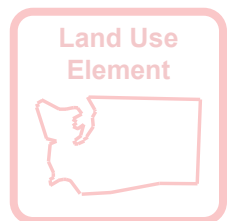
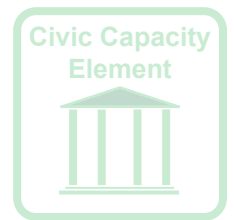
<sup>5</sup> Projects are assigned a time period over which they are undertaken and completed. Unanticipated factors may influence timelines, but timelines should be advanced in the identified range when possible.



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# Workforce Development & Employment Element



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## 1.0 Element Summary

This element examines challenges to worker and employment development within the White Center area. It provides an overview of White Center's current demographics and inventories educational (secondary and post-secondary), occupational, and service programs currently available to residents. The element concludes with an analysis of potential shortfalls within the existing structure, and recommends improvements based on an established set of criteria.

## 2.0 Introduction

All communities need to be financially anchored. To provide a stable economic environment, both community businesses and a well-trained and educated workforce are needed. This element reviews the status of White Center's workforce, business community, and educational resources, and provides recommendations and implementation strategies.

### 2.1 Challenges

White Center is a diverse community facing a variety of workforce development challenges, including:

- A lack of information coordination among service providers
- Lower economic status, compared to King County, resulting from employment in less desirable sectors of the economy
- Parents' inability to be involved in educational support because of financial or time demands
- Persons with limited verbal or written English skills
- Persons without educational credentials (such as a high school diploma or a GED) for continuing education or training
- Immigrants without legal documentation
- The presence of school violence, teen pregnancies, and drug use
- Lower academic performance (based on WASL scores) of students within secondary schools compared with students in neighboring jurisdictions

### 2.2 Defining Characteristics

Fortunately, the existing workforce development agencies, their component training service providers, and the local high schools have programs to address many of these challenges. However, these organizations and programs are



overwhelmed with the existing number of cases, under-funded, unknown to potential clients, or need to be more closely coordinated to be effective. Some of these programs include the Duwamish Apprenticeship Center (part of South Seattle Community College), the New Start Program (Highline Public Schools), and Making Connections (Annie E. Casey Foundation). For a comprehensive listing of programs and services, please see Appendix 3.2.1.

### 2.3 Community Goals and Options

With input from the February community meeting and interviews with local workforce development leaders, the following goals were developed to address the challenges listed above and guide the development of potential solutions.

- Coordinate and augment existing association services focusing on expansion of White Center's employment opportunities
- Resolve short-term financial crises in order to facilitate the long-term well-being of individuals and families
- Focus on long-term improvement of occupational skill sets and educational achievement of White Center residents

Potential solutions were evaluated based on the goals above (see Section 3 on Methodology for a detailed discussion of the development and use of evaluation criteria).

### 2.4 Preferred Scenario

Many employment and workforce development organizations provide needed services in White Center. The preferred scenario would build on successes in workforce development, provide coordination of available services, and address any gaps in existing programs.

### 2.5 Projects and Recommendations

Following are the top three recommended projects to improve employment in White Center:

- 1) **Create a Database of Area Workforce Services** listing all workforce development organizations available and their services and programs.
- 2) **Host a Workforce Coordination Summit** that would bring together workforce service providers, major employers, and community leaders to discuss the major employment challenges and issues.
- 3) **Develop a Service Exchange**, a barter-based system where people offer services in their skill area in return for goods and services that they need.

Background research on workforce development and employment was undertaken, and included the review of census data, job projections, interviews and other materials. Interviews with leaders in the workforce development field provided information on the types of programs available to White Center residents. The interviewees addressed major workforce development and employment challenges and made recommendations for improvement.

## 3.0 Methodology

### 3.1 Summary of Workforce Development Model

The model used in the workforce development analysis of White Center is linear (see Figure 1), and could be viewed as a work-development pipeline. Taking place over the course of a lifetime, it begins with secondary education and the acquisition of basic skills. It then progresses through the attainment of occupational and higher educational skills, the entering of the workforce itself, and culminates in a stable economic state for both the household in question and the community at large.

At the end of the pipeline, some of the benefits that the individual or community enjoys are reinvested (communities in public education, parents in their children) for the acquisition of basic skills in secondary school by the next generation.

The majority of issues arise at the beginning of the model. Here, the lack of essential skills, such as verbal or written English, can create barriers to obtaining the educational credentials needed to proceed to the next level (the high school diploma or GED). Even for those not interested in higher education, English proficiency remains a valuable asset for acquiring employment.

#### 3.1.1 Recommendation Criteria for Workforce Development

The criteria used to evaluate the alternatives were established from the goals listed in Section 2.3. The services and programs benefiting White Center's multi-cultural population should meet the criteria listed below.

- **Build community:** Unite diverse ethnicities into a single voice; a successful workforce element would bring people together as it fulfills its mission.
- **Build the workforce:** The long-term development of a diverse and highly-skilled workforce is in the best interest of White Center.
- **Be low in cost, and high in return:** Programs or services should be low or neutral in cost to implement and match the expected return to the community.
- **Have near-to-moderate impact time:** Programs should result in successful impacts soon after their implementation (0-2 years).
- **Be adaptable:** Programs or services should adapt to changing economies and the changing ethnicities in the community.
- **Be accessible:** Programs or services should be available to a wide range of people in the community.



### 3.2 Sectional Review

Analysis of workforce development and employment in White Center is divided into three main sections: workforce profile, local businesses, and job opportunities; secondary education workforce development; and existing workforce training programs. The major challenges and assets were considered in the development of the conclusions.

#### 3.2.1 Workforce Profile, Local Businesses, and Job Opportunities

##### Workforce Profile and Challenges

The workforce in White Center lags behind King County based on key indicators such as unemployment, levels of education, and income. Also, only 64% of White Center residents speak English at home compared to 82% for King County. There is a large immigrant population (27% of White Center's population is foreign born, compared with 15% for King County), including undocumented immigrants. Educational attainment in White Center lags behind King County with 20% fewer residents with a high school diploma and 27% fewer with a Bachelor's degree. There is a high unemployment rate of 6.9% and inequalities in unemployment exist (lower unemployment for Whites and Asians and higher unemployment for women). Lower paying employment has resulted in a median household income of \$44,400, which is \$14,000 less than median household income for King County as a whole. 92% of White Center residents are employed outside of the neighborhood (see Figure 2). For more information, see Appendix 3.1.1.

### Local Businesses Assessment

The businesses in White Center mainly employ the local population. These jobs tend to pay less and have fewer benefits than jobs in other sectors of the economy in other communities. The local business assessment identifies successful types of businesses, describes the local employment downtown and within White Center, identifies employment in the areas surrounding White Center, and describes access to and from those areas. For more information see Appendix 3.1.2.

##### Job Opportunities

The number of new jobs in King County has been growing. However, this growth is not equally distributed socially or geographically. The higher skilled jobs, which are increasing at the fastest rate, are not locating in White Center. The jobs in White Center are mostly lower skilled employment and do not pay a livable wage.<sup>1</sup> Residents often are forced to look elsewhere for higher paying jobs. This emphasizes a need to foster local businesses in White Center and improve access to quality jobs throughout the region. For more information, please see Appendix 3.1.3.

#### 3.2.2 Secondary Education Workforce Development

##### Existing Secondary Schools

White Center is served by Highline Public Schools (HPS). The district contains more than 17,000 students, 31 separate primary and secondary schools, and a number of alternative and gifted student programs.

<sup>1</sup> A livable wage is the income required to support oneself and family. This amount is estimated to be approximately \$14.50 per hour.



## Accessing the Work Development Pipeline: A Plan for White Center

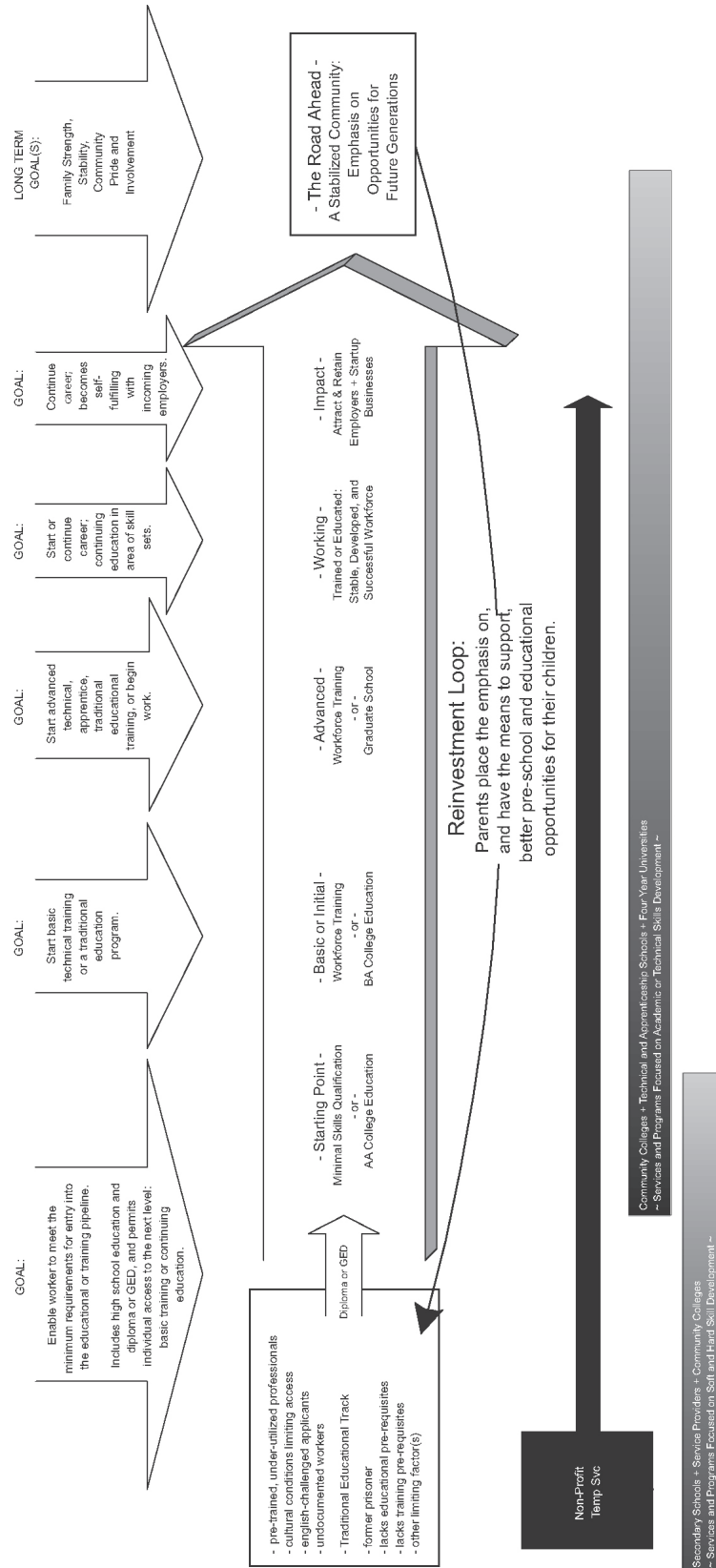
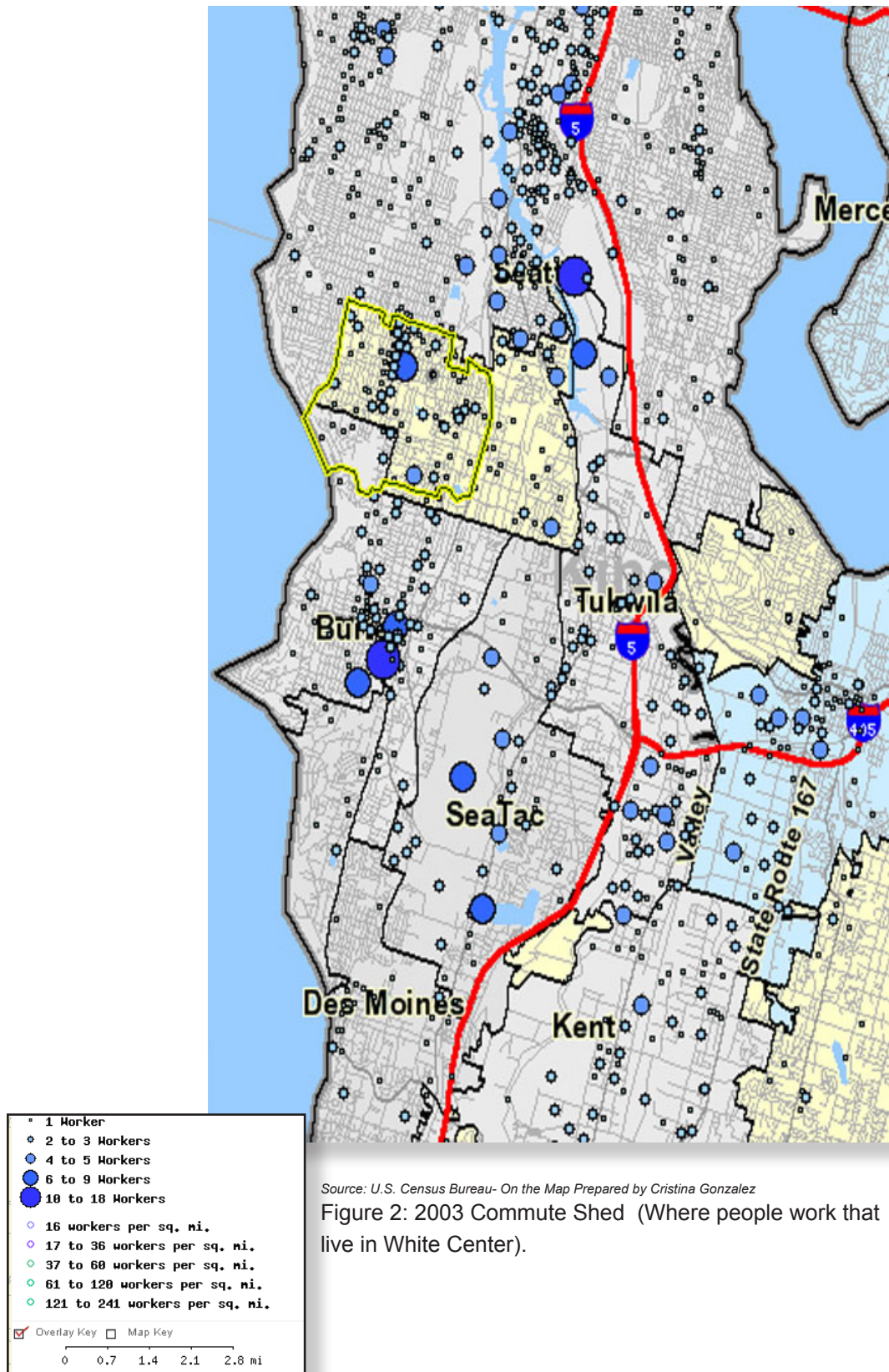


Figure 1: Overview of the White Center work development pipeline.





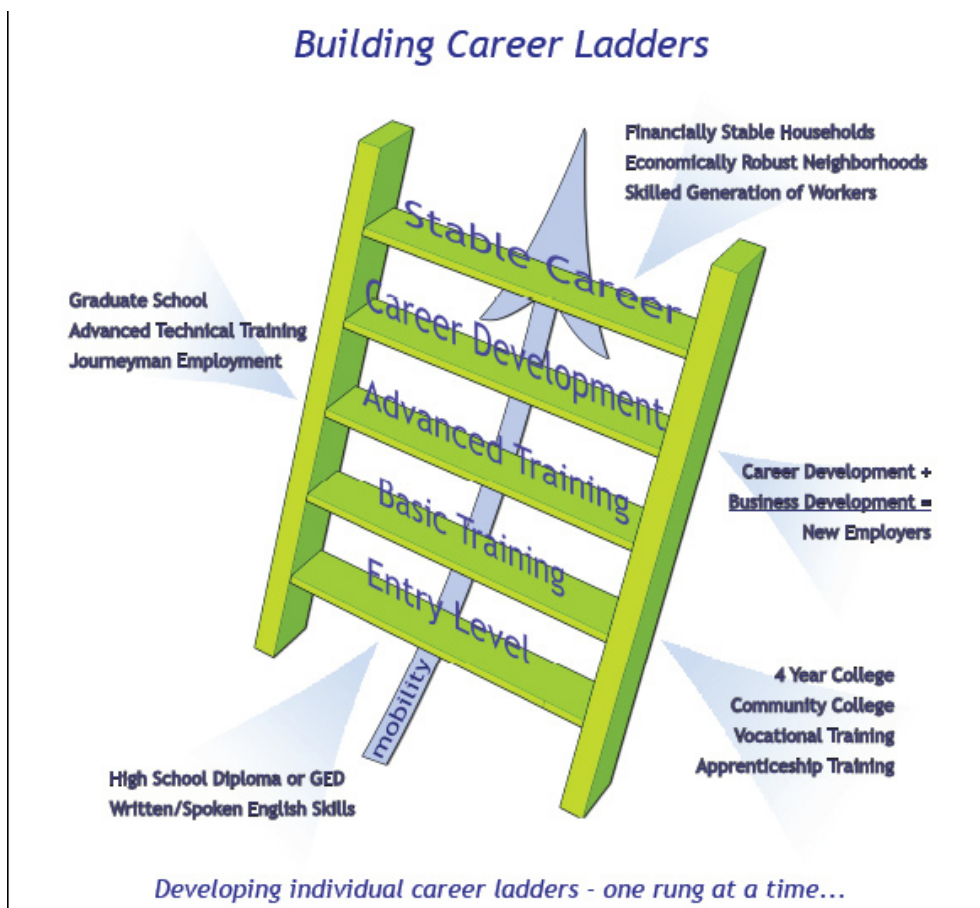
Source: U.S. Census Bureau- On the Map Prepared by Cristina Gonzalez

Figure 2: 2003 Commute Shed (Where people work that live in White Center).

Evergreen High School (EHS), the secondary school serving White Center, has faced a variety of challenges over the past 30 years. Once the flagship of the Highline Public School District, EHS began to decline in the late 1970s as the communities around it suffered economically. Rising unemployment led to corresponding declines in local retail sales and property values, which, in turn, led to demographic shifts within White Center. The district continued to decline until the late 1990s, when reforms were developed and implemented, starting the recovery effort in process today.<sup>2</sup>

### Challenges at Evergreen High School and Highline Public Schools

HPS generally, and EHS specifically, face challenges resulting from a reduction in federal and state educational resources, a reduction in parent involvement, and an inability of families to establish themselves permanently as residents.<sup>3</sup> These challenges result in a school district that is overburdened and unable to supply mandated educational services to its community. Mandated services include providing standard educational curricula, as well as programs for homeless or transient teens, teen parents, and teens with felony convictions.



<sup>2</sup> Interview with Michael Sita, Supervisor of High School Programs, Highline Public Schools, May 4, 2007.

<sup>3</sup> Interview with Michael Sita, Supervisor of High School Programs, Highline Public Schools, May 4, 2007.



Large numbers of immigrant students present both challenges and opportunities for the school district. Limited written and spoken English skills can hinder development of other academic skills. However, a multi-cultural student body also provides a rich opportunity to explore diverse learning styles and approaches to curriculum development.

**Preferred Scenario**

Potential solutions that would serve the immigrant and low-income communities of White Center include:

**Further the existing efforts of HPS**

HPS has instituted a number of changes, including administratively restructuring their schools (the Small Schools Program), providing alternative education to at-risk youth (the New Start Program), providing career-focused programs to the student body generally (Career Clusters), and offering advanced academics to challenge gifted students.

**Facilitate the acquisition of a functional ability to speak and write English**

English skills would facilitate access to many of the services offered by local service providers, the school district, and the state.

**Encourage community cohesion and development**

While these solutions should center on education and workforce development, they also should provide the residents of White Center some immediate economic opportunities and chances to coalesce with other members of their community. Opportunities such as barter trading would provide modest income and access to other goods and services.

**Promote economic self-sufficiency**

Solutions, such as entrepreneurial ventures and expanded education opportunities, should help the residents of White Center achieve financial independence and build roots in the community.

For a detailed discussion of these issues, please see Appendix 3.1., and for recommended solutions, see Section 4.0.



### 3.2.3 Existing Workforce Training Programs

#### Training Providers and Types of Programs

There are a number of organizations that provide workforce training and associated skills in and around White Center. These organizations fall into four basic groups: community colleges, non-profits, cultural organization, and government agencies.

The workforce development service providers offer a variety of programs, including: basic skills and GED completion, computer skills training, citizenship and immigrant services, English as a Second Language (ESL), vocational ESL, vocational training, apprenticeship programs, job search training, job pipeline programs, job placement programs, higher education and transfer programs, and family support.

For a detailed discussion of service providers and their roles, see Appendix 3.2.1.

#### Major Challenges

Workforce training programs for White Center residents face several barriers. First, a number of organizations offer similar or identical services, such as ESL, creating a culture of competition among organizations in attracting clients and funding. For most organizations, funding has limited service expansion and outreach. Many new residents and isolated populations are unaware of available programs. Others are unable to afford them. Further challenges include limited services for undocumented workers, a lack of affordable childcare (especially for those who work non-traditional hours), and a lack of living-wage employment opportunities with sufficient benefits.

#### Defining Characteristics and Community Options

Most existing training programs available to White Center residents fall into one of the following four categories: 1) basic skills (academic and GED completion), 2) ESL and vocational ESL, 3) technical and vocational skills and apprenticeships, and 4) career assistance and immigration services. Some organizations offer free short-term training programs. Other organizations charge fees, especially for long-term curricula such as degree programs and apprenticeships, thus creating a financial barrier to students who are prevented access to federal funding due to their immigration status. Still other programs, such as Airport Jobs, work as partnerships between local agencies, institutions and the private sector (Port of Seattle, Duwamish Apprenticeship Center, and local construction companies, in the case of Airport Jobs) to provide entry-level jobs, which include a training component and some opportunity for advancement.



| Community Colleges              | Non-profits                         | Cultural Organization             | Government Agencies                 |
|---------------------------------|-------------------------------------|-----------------------------------|-------------------------------------|
| South Seattle Community College | Making Connections                  | CASA Latina                       | Dept. of Social and Health Services |
| Highline Community College      | Neighborhood House                  | Trusted Advocates                 | King County Housing Authority       |
| Seattle Vocational Institute    | YMCA Career Center                  | Mercado                           | Seattle Job Initiatives             |
|                                 | Southwest Youth and Family Services | Refugee Federation Service Center |                                     |
|                                 | Center for Career Alternatives      |                                   |                                     |
|                                 | Literary Source and Airport Jobs    |                                   |                                     |

Table1: White Center Training Service Providers.



## Preferred Scenario

Engagement in educational and training programs, improvement of outreach, and coordination of service delivery could help lower-income and immigrant populations in White Center acquire a higher quality of life.

### 3.3 Summary of Conclusions

Workforce development in White Center faces a number of issues that can reduce an individual's ability to locate employment or benefit from services. These include:

- **General economic instability of the White Center area**  
General economic stabilization, including broad employment at a livable wage, would provide a more cohesive workforce development environment. At an individual level, economic stabilization plays a similar role. Low-income individuals are susceptible to displacement due to short-term financial crises (such as an automobile breaking down, etc.), which in turn negatively affect their employment, education, and families.
- **Limited English language skills**  
Adults who cannot speak or write English are less able to locate, attain, or retain regular employment at a livable wage. Most training programs and employers require applicants to have basic verbal and written skills, making the acquisition of these skills paramount. Other adverse effects of limited language skills include parental reliance on their children as translators, costs of assessing students' academic skill levels, and isolation of both adults and children within their expatriate cultures of origin.

- **Poor distribution of information about available services**

There is an overlap of services provided by multiple agencies, and poor distribution of information about available services.

- **Gap in educational attainment**

Compared with King County as a whole, White Center students have fewer academic credentials. The growing demand for skilled workers requires credentials such as a high school diploma or a General Education Development (GED) certificate, without which residents cannot participate in many training programs or higher education.

- **Employment location**

Most of White Center's workforce is employed outside of White Center boundaries, with adequate, but less than ideal access to the major employment centers. The employment located in White Center is comprised mostly of service sector jobs that do not pay a living wage.

- **Undocumented immigrant services**

There is anecdotal evidence of an increasing number of undocumented immigrants in White Center.<sup>4</sup> These immigrants face a number of challenges, including employment and the cost of training programs.

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<sup>4</sup> Interview with Ariosto Moran, SSCC WorkSource, April 27, 2007.





## 4.0 Possible Solutions

This section reviews suggested solutions to issues with White Center's employment and training development, and ranks them in a matrix according to the evaluation criteria established in Section 3.1.1. A detailed discussion of the analysis can be found in Appendix 3.3.

### 4.1 Suggested Solutions

Four categories with nine potential solutions have been identified. These solutions are summarized below. For a more detailed description of each program, please see Appendix 3.2.1.

#### **Database and Coordination Assistance Programs:**

##### **Database of Area Services Newcomer Center The Service Exchange**

An area workforce-services database would provide White Center residents access to a comprehensive list of service organizations and programs in the area. The Newcomer Center would provide information about services and assistance available for new residents. The service exchange is a website where people can exchange their goods and services for goods and services they need.

#### **Finance-Based Assistance Programs**

##### **Micro-Lending for Small Business Program Crisis Loan Program**

A Micro-Lending for Small Business Program is a community-based lending system that would loan money to White Center residents looking to start or expand a small business. The Crisis Loan Program would provide one-time, short-term loans to individuals facing a temporary

financial crisis. Such lending programs would promote economic stability at the individual and community level by providing non-traditional financial assistance to borrowers who otherwise could not secure a loan.

#### **Training-Based Assistance Programs**

##### **ESL at Night Program International Marketplace**

The ESL at Night Program combines student and parent ESL training to improve English skill and build community ties. The International Marketplace is an ethnic market that combines low-cost business incubator space with training for new business owners (see the Civic Capacity element for a detailed description of an international market). Both programs have a positive impact on the community by providing participants with practical skills in communication and business management.

#### **Other Assistance Programs**

##### **Workforce Coordination Summit Case Management Program**

A workforce summit would encourage program coordination by bringing workforce trainers together on a regular basis. Case Management would provide a support network for individuals involved in training programs.

## 5.0 Implementation

### Method of Evaluation

Each of these potential solutions was rated on how well they meet each of the criteria, which were weighted based on importance. For a rating description and a summary of the results, please see Appendix 3.3.1.

### 4.2 Evaluation of the Results

Some proposed solutions would directly improve White Center's workforce development. Based on the evaluation criteria, a database of area service, workforce summit, and service exchange were rated the highest because of their impact on the local workforce, long-term impact, and lower implementation cost. The International Market, ESL at Night, and Crisis Loan Program did not score as high because of their expense, lengthy time to impact, and indirect effect on workforce development. However, they are still important projects for White Center and are developed further in this element. For a complete description of the evaluation for each alternative, see Appendix 3.3.1.

This section reviews projects for implementing the programs suggested above.

### 5.1 Recommended Projects and Implementation

The following describes the initial steps for implementing the proposed programs. See Appendix 3.4.1 for a complete list of specific steps. For implementation parameters of all proposed programs, see Figure 4, located at the end of this section.

#### Database and Coordination Assistance Programs

##### Area Workforce Services Database White Center Newcomer Center The Service Exchange

**Initial Steps:** Implementation of these three programs would begin with securing funding. The amount of funding needed would vary depending on the scope of each program. Initial capital outlays for the technical infrastructure, hardware, and software, to develop all three programs would be \$7,000 to \$10,000. This funding would be used to develop a single database that would support a website for each of the three programs. The websites would provide an easily accessible, regularly updated clearinghouse of information translated in a variety of languages. A host organization would provide both the facilities needed for the programs and on-going technical support and maintenance. Potential host organizations include the WCCDA and Neighborhood House.

**Long-Term:** Though regular maintenance of both the database and websites will be required, the initial design described in Appendix will allow for simplified upkeep. Success within these programs will be rated by the number of service providers listed, the number of users,



the resulting success of those users (in obtaining training and work), and the number of barter transactions performed.

### **Financed-Based Assistance Programs**

#### **Micro-Lending for Small Business Crisis Loan Program**

**Initial Steps:** The first implementation step for both of these programs would be to consult loan officials from organizations, such as the Grameen Foundation,<sup>5</sup> that specialize in micro-lending to small business. Once the program is funded, pilot loan groups could be established to oversee initial loans offered to borrowers. Potential borrowers could be identified through existing business development programs or community organizations.

**Long-Term:** While the on-going operation of both programs would be similar, performance indicators would differ for each. Success in the Micro-Lending Program would be measured by the rate of loan repayments and corresponding expansion of small business, reflecting the community's financial stability. Success in the Crisis Loan Program would be measured by a decreasing demand for loans, where such a decrease would indicate increased financial stability.

### **Training-Based Assistance Programs**

#### **ESL at Night Program International Marketplace**

**Initial Steps:** Both the ESL at Night and International Marketplace programs will be created through partnerships with educational institutions (such as Highline Community College)

<sup>5</sup> The Grameen Foundation is a non-profit that administers micro-lending programs. This is an example of a potential partner organization for this program.

and community development organizations (such as the Delridge Neighborhoods Development Association and Trusted Advocates). The WCCDA could broker a partnership between these entities to bring together instructors and facilities. For example, ESL at Night would be housed within one of the Highline public schools and taught by instructors from an area community college. The International Marketplace program would be located its own building and training costs could be subsidized through merchant fees or available grants (please see the Civic Capacity Section for more information).

**Long-Term:** Both programs would be self-sustaining in the long-term. The ESL at Night program should improve the efforts of the HPS English Language Learners, a school-based ESL program within Evergreen High School, and could serve as a model for similar situations within the HPS district. The International Market training program would provide a gateway for new merchants at the international market and ensure greater success of the market as a business incubator.

### **Other Assistance Programs**

#### **Workforce Coordination Summit Case Management Program**

**Initial Steps:** These two programs address workforce development, both on the community level and the individual level. The initial Workforce Coordination Summit would be an extension of the Area Workforce Services Database. Service providers would convene annually to update their current offerings according to community needs. The Case Management System would be built in conjunction with the other computer and web-based systems, and could utilize initial data from existing service provider case loads like Neighborhood House or South Seattle Community College. Individual users would

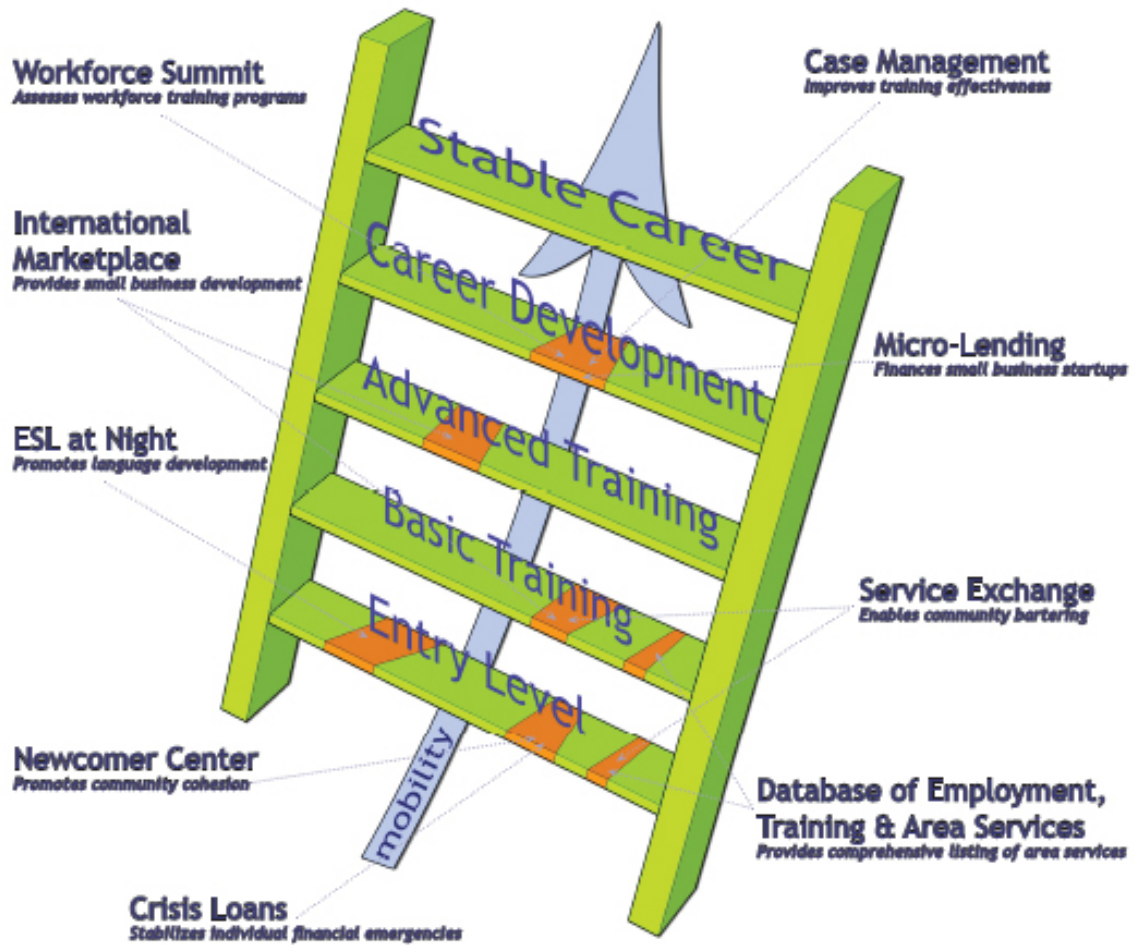
**Implementation Summary Table**

| Project                              | Lead Agency/<br>Organization   | Funding<br>Size<br>Needed | Funding<br>Mechanism   | Measurable<br>Outcome  | Time Frame (years) |   |                |
|--------------------------------------|--|---------------------------|--|--|--------------------|---|----------------|
|                                      |  |                           |  |  | Short<br>(0-2)     |   | Long<br>(6-10) |
| Area Service Database                | Sponsoring organization, plus all workforce development organizations  | Small                     | Area service providers, grants, etc.                               | References to listed services and number of users actively engaged in the system   | X                  |   |                |
| Newcomer Center                      | Sponsoring organization plus the associated community organizations  | Small                     | Area service providers, grants, etc.                               | Numbers of listed service providers and users, and the quantity of connections and resulting success.                              |                    |   | X              |
| ESL at Night                         | Highline Public Schools, Evergreen High School, area community colleges  | Small to Medium           | Facilities and staff donated. Additional funding from grants, etc. | Reduction in Evergreen ELL caseload and/or increase in parent involvement, employment prospects, etc.                              |                    | X |                |
| Micro-Financing for Small Businesses | Local sponsoring organization in partnership with micro-finance groups like Grameen Foundation, Gates Foundation, etc. | Medium to High            | Micro-finance groups: Grameen Foundation, Gates Foundation.        | Increased numbers of successful, self-sustaining small businesses, high loan repayment rate.                                       |                    | X |                |
| Crisis Loan Program for Individuals  | Local sponsoring organizations   | Small                     | Local business donations, grants                                   | Decreased numbers and frequency of loans, in conjunction with other program efforts.   |                    | X |                |
| Service Exchange                     | Local sponsoring organizations   | Small                     | Area service providers, grants, etc.                               | Increased number of total users, and the frequency and value of the exchanges.   | X                  | X |                |
| Workforce Coordination Summit        | Service providers and local sponsoring organizations   | Small to Medium           | Area service providers, grants, potential fees, etc.               | Increased number and variety of service providers, and corresponding increase in users entering education and training facilities. | X                  |   |                |
| International Market Training        | Mercado merchants, local sponsoring organizations  | Small                     | On-going fees raised from Mercado merchants, grants                | Increased numbers of successful, profitable businesses able to exit the Mercado model and operate without subsidies or assistance. |                    |   | X              |
| Case Management                      | Neighborhood House, community colleges, other workforce development programs   | Small                     | Area service providers, grants, potential fees from users, etc.    | Increased numbers of individuals who utilize a broad range of services and then successfully transition to viable careers.         | X                  | X |                |

Figure 4: Implementation parameters of all proposed programs in years to implement.



## Improving the Career Ladders in White Center: Proposed Programs



*Filling gaps while fulfilling needs.*

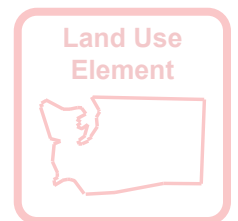
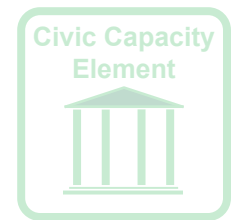






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# Housing Element





# 1.0 Element Summary

The White Center community and housing professionals identified housing challenges in White Center. This element addresses the following challenges with the goal of creating affordable and attractive housing.

## 1.1. Defining Housing Characteristics

The majority of housing within White Center consists of modest-sized single-family homes built during the World War II era. Many of the single-family homes are located on large lots, giving the community a somewhat rural feel. Most White Center multi-family developments are located along arterial roadways and are two or three stories tall. Both the single-family homes and multi-family units have remained affordable compared to similar units within the greater Seattle housing market. Demand for these housing opportunities is increasing.

## 1.2 Housing Challenges

White Center's housing stock faces three major challenges:

### Challenge 1: Rising Housing Costs and the Threat of Gentrification

White Center has remained relatively affordable while housing prices in the Seattle Metropolitan Area have risen out of reach for many regional residents. Due to its proximity to downtown Seattle, White Center's housing stock has become an attractive option for those priced out of other neighborhoods. Affordable homes sit on large lots, making them desirable for renovation and redevelopment. Since 2000, these factors have dramatically increased housing prices in the area leading to concerns of gentrification and displacement.

### Challenge 2: Creation of Aesthetically Pleasing Housing

Some White Center property owners are financially or physically unable to maintain

their homes. Absentee landlords not interested in maintaining their properties tend to own dilapidated properties. There are King County rehabilitation loan programs to help residents maintain and improve single-family and multi-family homes.

A lack of design guidelines poses another aesthetic risk. Redevelopment within White Center is guided only by land use codes and zoning ordinances without any guiding design principles.

### Challenge 3: Resident Concerns about More Diverse Housing

Many White Center residents are accustomed to their neighborhood being comprised of single-family homes on large lots. Many are wary of denser, multi-family developments because some apartment complexes were the sites of past crimes. This history, combined with a belief that a diverse, dense housing stock equates to obtrusive developments, has sparked community opposition to creating a more diverse housing stock within White Center.

## 1.3 Community Tools

The community has a wide variety of options for addressing the housing challenges mentioned above. Regulatory adjustments, like zoning changes, would provide the framework in which developers can build. Incentives would encourage including affordable housing in new developments. Education would give the community the ability to affect their housing environment.

## 1.4 Preferred Scenario

A diverse housing stock should be created using approaches like inclusionary zoning and transit-oriented developments. Community workshops can help White Center residents feel more comfortable with diverse housing options and



teach property owners how to obtain assistance in maintaining their homes.

### **1.5 Projects and Recommendations**

To create a vibrant and accessible housing stock within White Center, this element recommends the following projects, programs, and policies:

- Inclusionary Zoning
- Accessory Dwelling Units
- Transit Oriented Development
- Community Land Trusts
- Rehabilitation Loan Marketing Campaign and Mentor Program
- Neighborhood Clean Up Projects
- Design Guidelines
- Community Seminars Covering Several Housing Topics

## 2.0 Introduction

Community and housing professionals were consulted to understand the initial conditions of the housing stock and market, as well as resident desires for housing within White Center. In November, 2006 and February, 2007, approximately 80 attendees of two community meetings discussed their visions and goals for White Center housing. In both meetings, residents communicated the desire to keep housing affordable, but many feared that creating additional affordable, dense, multi-family units would damage the character of the neighborhood. However, they also acknowledged the need for a diverse housing stock to ensure that housing supply will meet increased area demand and keep housing prices reasonable. Residents recommended that denser developments should be located around downtown and along the proposed SW 98<sup>th</sup> Street pedestrian corridor to help create a more walkable community.

Residents and consultants cited aesthetic concerns, including run-down, blighted housing units neglected by the owners or landlords. Some renters in the area felt confused or intimidated by the prospect of reporting code violations to the proper authorities. Residents recommended that new developments should be built using high quality materials and incorporate porches, windows, and doors facing the street. The high quality materials will help ensure that housing does not become blighted over time, and porches/windows will provide more “eyes on the street” to deter crime.

Housing professionals and county officials were consulted for solutions to problems identified by the community. They discussed regulatory, program-based, and educational solutions. Both groups expressed the need to diversify housing and create affordable units in White Center. One challenge is finding sufficient funding to subsidize construction costs for affordable

housing. Another challenge is increasing participation in loan funding programs that help residents improve the condition of their homes.

The WCCDA provided information regarding a new community initiative within White Center that will positively impact White Center housing. In partnership with the Delridge Neighborhoods Development Association, the WCCDA is launching a multi-million dollar community development initiative called the White Center Strength of Place Initiative (SOPI). SOPI will acquire land to build and preserve affordable housing in strategic locations to help strengthen downtown businesses and revitalize SW 98<sup>th</sup> Street between Greenbridge and downtown. SOPI will work with King County to enhance the proposed SW 98<sup>th</sup> Street pedestrian corridor with affordable housing and will help create a pipeline of projects affordable to households earning below the area median income. Downtown and the SW 98<sup>th</sup> Street corridor offer many sites that are underdeveloped, zoned for mixed-use and multi-family development, and relatively affordable. For additional information regarding SOPI, please refer to the Downtown element.

After consulting the community and professionals, a White Center housing market gap analysis was conducted. This identified household income groups that can and cannot afford housing within White Center. The data was combined with the community’s comments and the goals of SOPI to form the Housing Element of this plan. This element identifies areas for future housing development in White Center, makes recommendations to improve the design and the condition of the housing, and outlines an education component on housing rights and options for the community.





### 3.0 Methodology

**Figure 1: 2006 For Sale Home Examples**



Source: University of Washington UDP  
\$257,000, 2 bedroom, 1 bath, built 1915



Source: University of Washington UDP  
\$275,000, 3 bedroom, 1.75 bath, built 1990



Source: University of Washington UDP  
\$375,000, 4 bedroom, 2.5 bath, built 1943

A housing assessment was conducted for the homeowner, rental, and subsidized housing markets in White Center. Data was broken into universal, measurable income categories based on intervals used by the U.S. Department of Housing and Urban Development (HUD). Income categories are measured against the area median income (AMI) for King County.<sup>1</sup> Median income was based on a family size of three.<sup>2</sup> These categories are listed in Table 1.

**Table 1: Area Median Income (AMI) Categories**

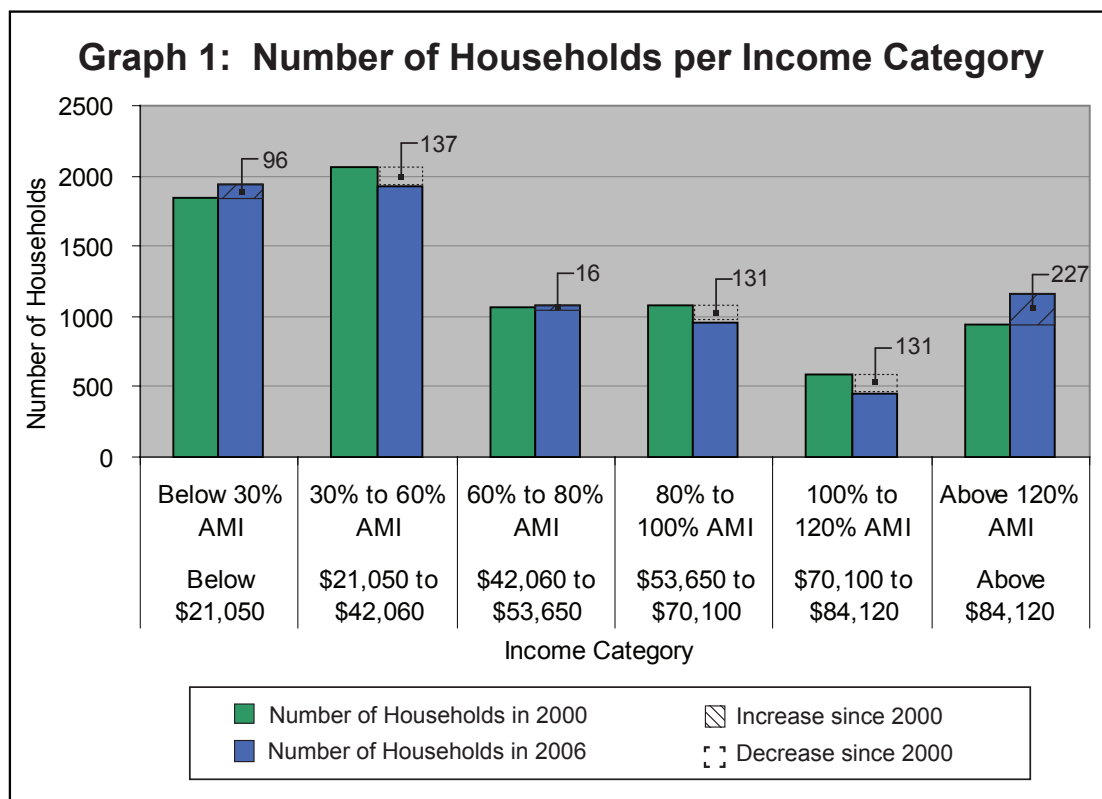
| HUD Affordability Standards | White Center Household Income |
|-----------------------------|-------------------------------|
| Below 30%                   | Below \$21,050                |
| 30% to 60%                  | \$21,050 - \$42,060           |
| 60% to 80%                  | \$42,060 - \$53,650           |
| 80% to 100%                 | \$53,650 - \$70,100           |
| 100% to 120%                | \$70,100 - \$84,120           |
| Above 120%                  | Above \$84,120                |

#### 3.1 Homeowner Market

To assess the homeowner market, 2000 census data was used to determine the number of households per income category in White Center. King County data from the 2005 American Community Survey was used to estimate the number of 2006 households per income category in White Center. See Appendix 4.1 for a detailed description of the analysis.

Between 2000 and 2006, only two income categories have seen an increase in the number of households – those making below \$21,000 (<30% AMI), and those making more than \$84,000 (>120% AMI) (see Graph 1). See Table 2 for a further breakdown of the figures for each category.

1 HUD 2007 income guidelines for King County <<http://www.metrokc.gov/dchscsd/housing/IncomeGuide07.pdf>>  
2 This element uses a household of three because the 2000 US Census reports use an average household size in White Center of 2.8 persons. This may underestimate household size due to neighborhood demographics.



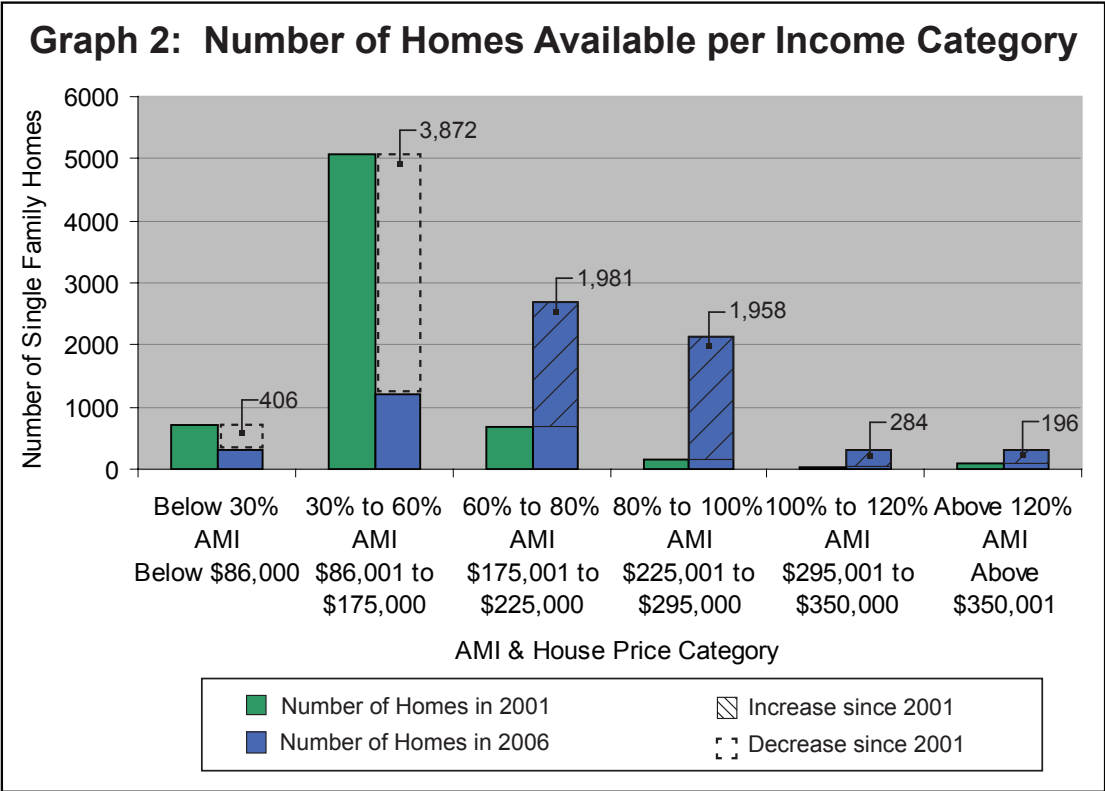
Source: 2000 US Census, 2005 American Community Survey

**Table 2: Number of Households per Income Category in White Center**

| Area Median Income | White Center Household Income | Number of Households |      |
|--------------------|-------------------------------|----------------------|------|
|                    |                               | 2000                 | 2006 |
| Below 30%          | Below \$21,050                | 1848                 | 1940 |
| 30% to 60%         | \$21,050 to \$42,060          | 2059                 | 1922 |
| 60% to 80%         | \$42,060 to \$53,650          | 1063                 | 1079 |
| 80% to 100%        | \$53,650 to \$70,100          | 1082                 | 951  |
| 100% to 120%       | \$70,100 to \$84,120          | 587                  | 456  |
| Above 120%         | Above \$84,120                | 937                  | 1164 |

Source: 2000 US Census, 2005 American Community Survey





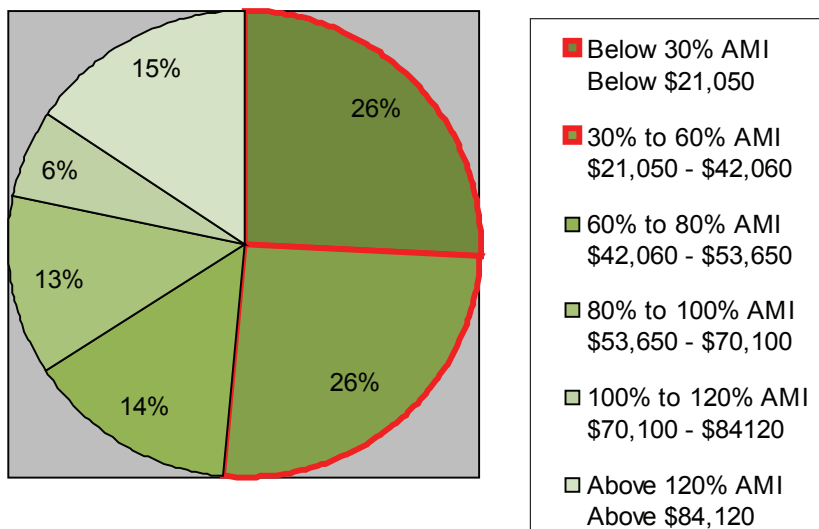
Source: King County GIS Center Assessor Tax Data  
Graph 2 shows the number of single family homes available for each income group, including the house price interval each group can afford.

**Table 3: White Center Housing Supply**

| Area Median Income  | White Center Household Income | White Center House Price | Number of Houses |       |
|---------------------|-------------------------------|--------------------------|------------------|-------|
|                     |                               |                          | 2001             | 2006  |
| Below 30%           | Below \$21,050                | Below \$86,000           | 716              | 310   |
| 30% to 60%          | \$21,050 to 42,060            | \$86,001 to \$175,000    | 5,067            | 1,195 |
| 60% to 80%          | \$42,061 to \$53,650          | \$175,001 to \$225,000   | 695              | 2,676 |
| 80% to 100%         | \$53,651 to \$70,100          | \$225,001 to \$295,000   | 164              | 2,122 |
| 100% to 120%        | \$70,101 to \$84,120          | \$295,001 to \$350,000   | 33               | 317   |
| Above 120%          | Above \$84,120                | Above \$350,001          | 107              | 303   |
| Houses with No Data |                               |                          | 482              | 341   |
| Total Units         |                               |                          | 7264             | 7264  |

Source: King County GIS Center Assessor Tax Data

**Graph 3: 2006 Percentage of Households per Income Category**



AMI also can be used to determine the house price each category can afford. HUD defines affordability as a household paying no more than 30% of its annual income on housing.<sup>3</sup> White Center housing prices corresponding to each AMI interval were determined using this definition (see Table 3). Current Federal Housing Administration (FHA) mortgage terms for housing were used in the calculation.<sup>4</sup>

The number of privately owned homes is determined by the number of single-family home records listed in the King County Tax Assessor database.<sup>5</sup> The number of single-family housing units for each house price category in 2001 and 2006 is shown in Graph 2. The graph indicates a decrease in the number of single-family homes for those earning below 60% AMI. See Appendix 4.2 for a detailed description of the analysis.

The size of two financial household groups—those who make more than 120% of the AMI, and those

who make less than 30% AMI – is increasing in White Center. The poorest household groups, those earning below 60% AMI, make up more than 50% of the White Center households (see Graph 3). To accommodate groups with different needs, alternatives outlined in Housing Section 4.0 and Appendix 4.6 focus on providing affordable housing options and diversifying the housing stock.

### 3.2 Rental Market

The rental market in White Center has seen an increase in median gross rental rates. Between 1990 and 2000, King County median rental prices increased by 48% from \$509 to \$758 per month. The 2000 Census and the 2005 American Community Survey showed median gross rental prices in King County increased from a range of \$500 - \$749 to a range of \$750 - \$999. In 2000, the median gross rental price in White Center was the same as the median gross rental price in King County. Assuming White Center has seen a similar trend in gross rental price, the median gross rental price in White Center ranged from \$750 - \$999 in 2005.<sup>6</sup>

<sup>3</sup> HUD, Community Planning Development, Office of Affordable Housing, <http://www.hud.gov/offices/cpd/affordablehousing/index.cfm>

<sup>4</sup> The mortgage calculation included 4% down payment, 6.125% fixed interest, and a 30-year amortization. FHA Loan Rates in April 26, 2007, [http://www.fha.com/fixed\\_rate.cfm](http://www.fha.com/fixed_rate.cfm)

<sup>5</sup> King County GIS Center

<sup>6</sup> US Census. 2000 Census and 2005 American Community Survey.



Between 2000 and 2006, rental prices in White Center increased for five housing types. Graph 4 shows the increase in rent based on data from Dupre and Scott Apartment Advisors.

2000 Census data was used to determine the percentage of household income spent on gross rent in White Center. King County data from the 2005 American Community Survey was used to estimate the 2005 percentage of household income spent on gross rent in White Center. Between 2000 and 2005 the number of households paying 30% or more on gross rent increased from 43% to 51%. Therefore, over half of White Center renters qualify for affordable rental housing based on HUD’s definition stated above in section 3.1. See Appendix 4.3 for a detailed description of the analysis.

Table 4 illustrates the rental payment a household of three<sup>7</sup> can afford. When maximum monthly household rent amounts are compared to median rental rates, it is clear to see that those earning less than 30% of the area median income (AMI) are priced out of all housing types, illustrated

in Graph 4. In addition, a household of three between 30%-60% AMI can only afford a two bedroom or smaller unit. If rental rates continue to increase, those making less than 60% AMI will be priced out of the housing market.



Source: University of Washington UDP  
Figure 2: Typical White Center apartment building

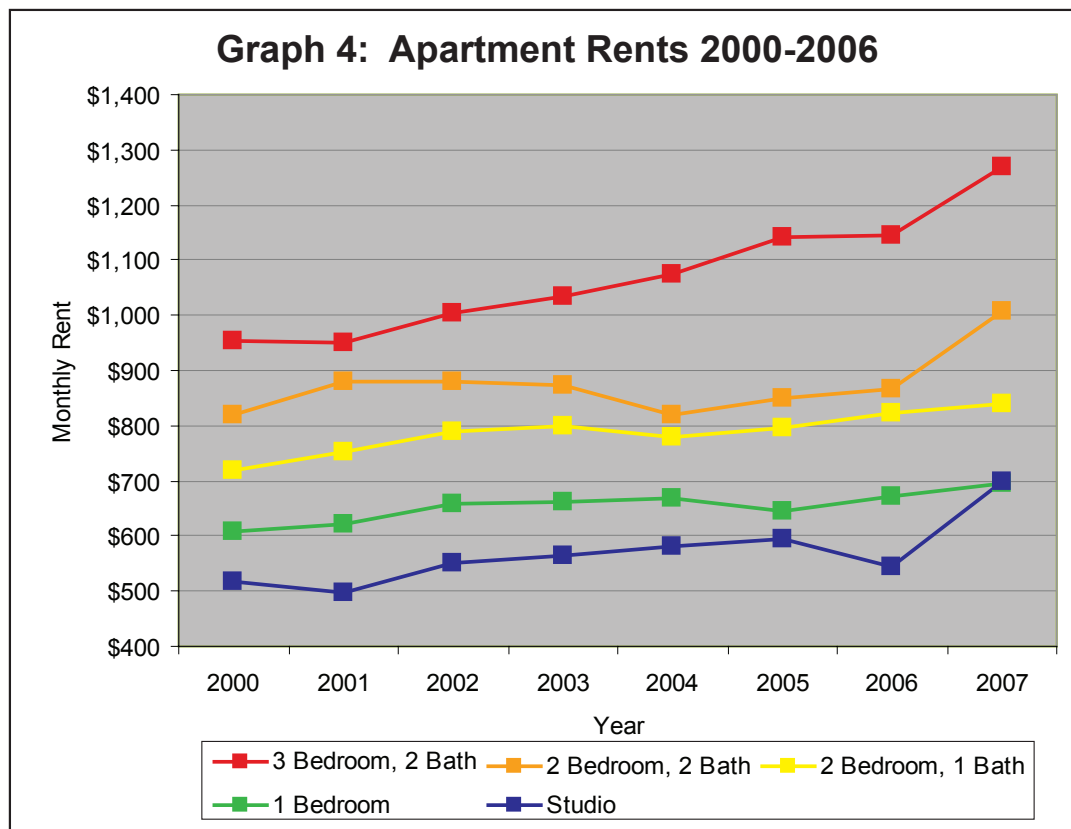
**Table 4: Affordable Rent per Income Category**

| Area Median Income | Household Income    | Rent/ Month*    |
|--------------------|---------------------|-----------------|
| Below 30%          | Below \$21,050      | Below \$526     |
| 30%-60%            | \$21,050 - \$42,060 | \$526-\$1,052   |
| 60%-80%            | \$42,060 - \$53,650 | \$1,052-\$1,314 |
| 80%-100%           | \$53,650 - \$70,100 | \$1,314-\$1,753 |
| 100%-120%          | \$70,100 - \$84,120 | \$1,753-\$2,103 |
| Above 120%         | Above \$84,120      | Above \$2,103   |

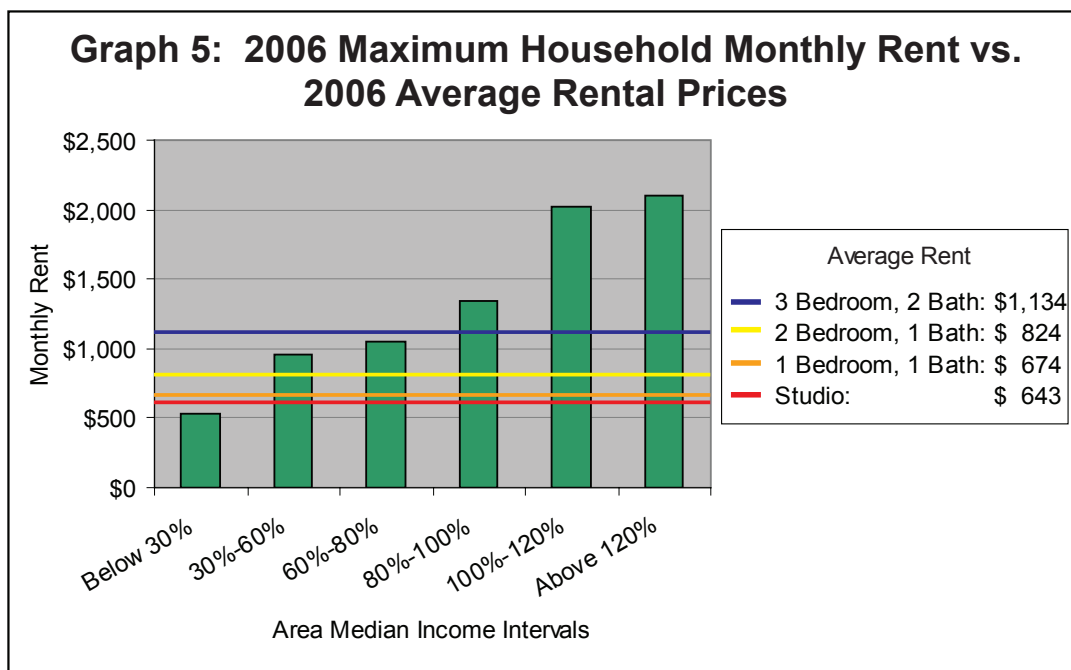
\*Based on 30% of income dedicated to rent

<sup>7</sup> This element uses a household of three because the 2000 US Census reports use an average household size in White Center of 2.8 persons. This may underestimate household size due to neighborhood demographics.





Source: The Apartment Vacancy Report, © Copyright 2007 by Dupre + Scott Apartment Advisors, Inc.

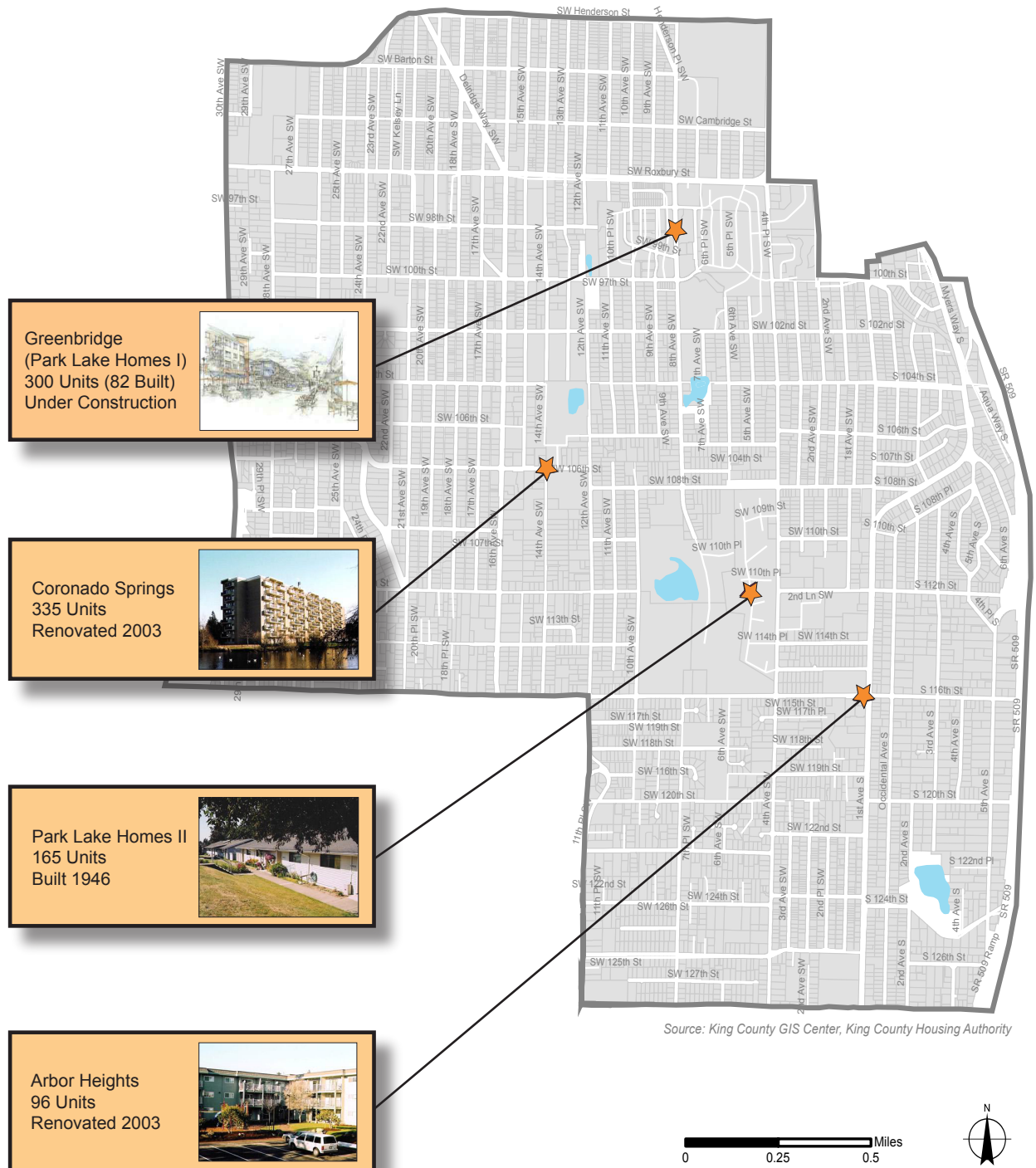


Source: The Apartment Vacancy Report, © Copyright 2007 by Dupre + Scott Apartment Advisors, Inc.





**Map 1: King County Subsidized Housing Communities**



### 3.3 Subsidized Market

KCHA is the main provider of low income and workforce housing in White Center and manages the subsidized housing communities shown in Map 1. Greenbridge is a HOPE VI redevelopment project in progress. Of the 569 original subsidized units, 455 to 529 will be rebuilt and remain subsidized. In addition, 400 market-rate homes and 75 below market-rate homes will be added to provide a mixed-income community.

According to KCHA records, approximately 1,434 subsidized units existed in White Center prior to the HOPE VI project. During the construction of Greenbridge, as few as 82 units of the original 569 Park Lake Home units were available to residents.

KCHA records show the number of Section 8 vouchers given to White Center families increased from 418 to 740 vouchers between

2000 and 2006. Displaced residents from the HOPE VI project used Section 8 vouchers to remain in White Center during the redevelopment, accounting for a portion of the increase.

### 3.4 Rehabilitation Loans

Tracking public rehabilitation loans administered by the King County Housing Repair Program (KCHRP) provides information regarding trends in property maintenance. From 1996 to 2000<sup>8</sup>, 116 owner-occupied single family houses were awarded loans. From 2001 to 2006,<sup>9</sup> only 40 single family homes were awarded loans. Graph 6 shows that the amount of money spent by the KCHRP for single-family home repairs has steadily declined over the last several years. This is partly due to the data being tabulated once the repairs are complete, implying that long-term projects may not have been added into the totals yet. The data from multi-family buildings tells a similar story.



### Greenbridge Hope VI Community

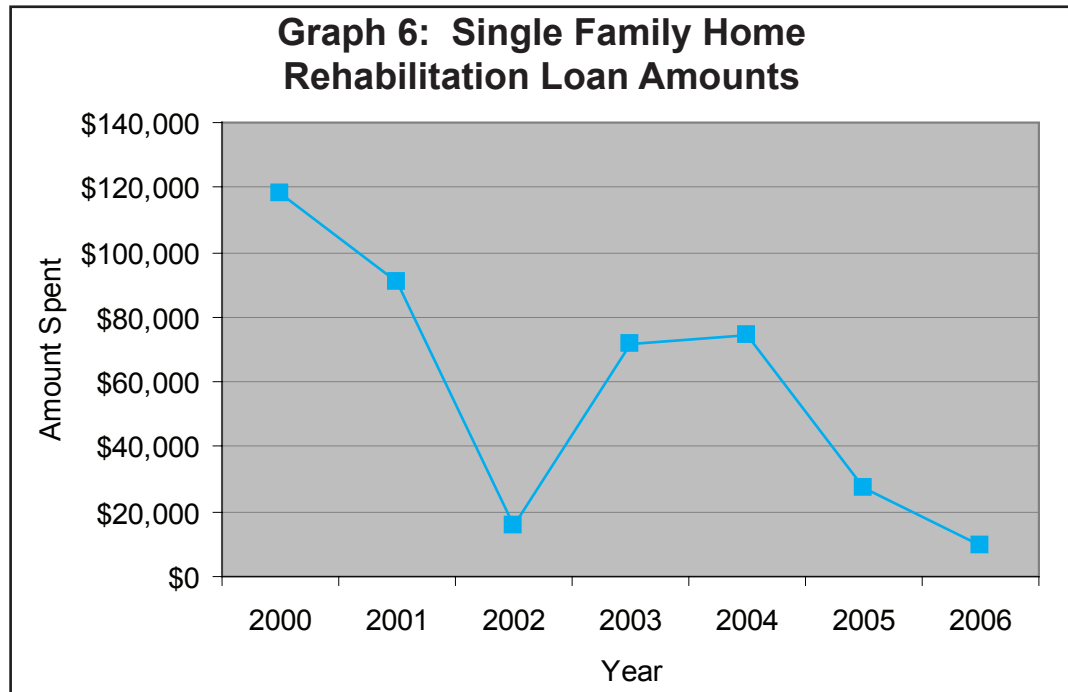


Source: University of Washington UDP

Figure 3: Once the Greenbridge development is completed in 2012, approximately 1,320 to 1,349 total subsidized units will be in White Center, a loss of 2% to 8%.

<sup>8</sup> King County Department of Community and Human Services.

<sup>9</sup> Clark Fulmer, King County Housing and Community Development, 2007.



Source: King County Housing and Community Development 2007

Between 1996 and 2000,<sup>10</sup> three multi-family buildings in White Center, totaling 103 units, were rehabilitated using loans from the King County Rental Rehabilitation Loan Program (KCRRLP). From 2001 to 2006,<sup>11</sup> no loans from the KCRRLP were awarded in White Center. Residents are still concerned about the condition of housing in White Center. Therefore, it is likely that the loans are not being sought because property owners are unaware of them or because the paperwork for obtaining a loan is too time-consuming or confusing.

### 3.5 Code Violations

Code data collected from 1996 to 2000<sup>12</sup> and from 2000 to 2007<sup>13</sup> show that the main sources of code violations are junk and debris on the property,

building code violations, and substandard dwellings. This supports observations from the community that properties in White Center are not always well-maintained. In the data collected from 1996 to 2000, 30% of the code violations were for substandard dwellings, while the same violation generated only just over 9% of the violations between 2000 and 2007. This change may reflect the efforts of the community and the WCCDA to make White Center a more livable place.

### 3.6 Criteria for Assessing Alternatives

The following criteria were used to select final recommendations from the alternatives for White Center housing presented in section 4.0:

- Consistent with the community vision
- Benefits a large number of residents
- Benefits disadvantaged residents
- Requires a realistic amount of work to implement
- Inexpensive or financially feasible

<sup>10</sup> King County Department of Community and Human Services.

<sup>11</sup> Maria Ramirez, King County Housing and Community Development, 2007.

<sup>12</sup> King County Department of Development and Environmental Services.

<sup>13</sup> John Miller, King County Department of Development and Environmental Services, 2007.

- Politically feasible within King County and Washington State
- Acceptable to White Center residents
- Maintains or improves the character of White Center
- Fits aesthetic of current and desired future form of White Center

See Appendix 4.5 for a table showing the application of the selection criteria to the alternatives.

### Code Violations



Source: University of Washington UDP

Figure 4: Examples of possible code violations for substandard dwellings & junk vehicles.

### Housing Element Major Findings

- Decrease in the number of single-family homes for those below 60% AMI
- Household groups that are increasing:
  - Those below 30% AMI
  - Those above 120% of the AMI
- The poorest household groups make up more than 50% of households
- Median gross rental prices increased from a range of \$500 - \$749 to a range of \$750 - \$999
- Over 50% of White Center renters qualify for affordable housing
- Section 8 vouchers increased by 77% from 2000-2006





## 4.0 Alternatives

Alternatives were developed based on data collected through meeting with the community and professionals, and methodology. These alternatives focus on expanding affordable housing, strategically locating housing, increasing density, improving aesthetics, and educating the community. See Appendix 4.6 for a full description of the alternatives considered.

A diverse housing stock will ensure units are affordable for all income levels and meet the area's housing demand. Strategies to achieve this goal include expanded incentive programs, inclusionary zoning, mixed-use developments, and community land trusts.

Locating workforce housing near public transportation can lower the portion of household income dedicated to transportation costs. Transit-oriented developments and location efficient mortgages are land use tools that increase density around transit hubs.

Denser developments should have units that accommodate larger households without feeling overcrowded. Accessory dwelling units can provide privacy for extended family units. If rented, accessory dwelling units earn income for residents, keeping equity in the community.

Aesthetically pleasing housing should be created by empowering residents with the tools they need to maintain their homes, creating a design manual for new developments, and coordinating neighborhood improvement events.

## 5.0 Recommendations

The approaches and techniques below are best suited to the current situation in White Center. Using the above referenced criteria (section 3.6), several approaches (summarized in Appendix 4.6) were deemed less likely to be effective at this time.

### 5.1 Affordability Recommendations

#### 5.1.1 Project: Incentives

King County offers credit enhancement, density bonuses, and school and road impact fee waivers as incentives to developers of affordable housing.<sup>14</sup> Allowing an overlay zone along 16<sup>th</sup> Avenue SW and the SW 98<sup>th</sup> Street proposed pedestrian corridor would provide developers with additional incentives to build affordable housing. Expediting permitting processes also would be a valuable incentive for developers by reducing their land and construction costs.

King County also should offer decreased parking requirements to developers who build affordable units in White Center. Many White Center residents already prefer public transportation to owning a car. Including parking requirements decreases developer profits because the area devoted to parking does not generate as much revenue as the area devoted to the building. Lowering parking requirements in a development allows more area for the building.

#### 5.1.2 Project: Inclusionary Zoning

Inclusionary zoning discourages development from occurring in an area by reducing developers' profit margins. New development in White Center is crucial for maintaining the community's character and improving the condition and availability of housing. At present, mandatory inclusionary zoning in White Center likely would suppress housing development. However, because inclusionary zoning only applies to

<sup>14</sup> <http://www.metrokc.gov/dchs/csd/housing/Affordable.htm>

multi-family buildings that contain a specified minimum number of units (usually ten units, sometimes as few as four or five), small multi-family developments would still be built.

If development pressure throughout King County increases dramatically over the next 10 to 12 years, inclusionary zoning should be implemented in White Center. Legal challenges to inclusionary zoning exist in Washington, so the WCCDA should use other inclusionary zones in the state as models for any proposed code changes. Upon implementation, King County

(or Seattle or Burien in the event of annexation) should not allow in-lieu fee payment or off-site construction options for developers. These encourage segregation of affordable housing from market-rate housing. The affordable units in White Center should be affordable to households making 60% or less of the area median income.

### 5.1.3 Project: Mixed-Use and Mixed-Income Developments

Downtown is an ideal location for mixed-use development. This development would stimulate economic revitalization and allow residents

#### Case Study: Inclusionary Zoning

##### San Diego, California – Future Urbanizing Area

San Diego's first inclusionary zoning requirement was enacted in 1992 and pertained only to a specific area of the City referred to as the North City Future Urbanizing Area (FUA). This area was developing rapidly but contained no rental or affordable housing. The policy states that 20% of all new residential developments in the FUA must be affordable to households earning less than 65% of the AMI. No in-lieu fee or off-site development options are offered. Over 1,200 affordable units were built in the FUA by 2002. An additional 1,200 affordable units are expected by the time the FUA is fully built out.<sup>1</sup>

##### San Diego, California

In July, 2003, San Diego passed an inclusionary zoning ordinance that encompassed the rest of the City. The FUA is still governed by the first policy. The new ordinance requires 10% of new residential developments over 10 units to be affordable to households earning less than 65% of the AMI. Because the housing market in San Diego is prospering, the program offers no incentives. Developers can easily absorb any costs imposed on them by the ordinance. Unlike in the FUA, in the rest of San Diego, an in-lieu fee option is offered. The booming housing market in San Diego makes it likely that developers will pay the fee instead of providing affordable housing units. For this reason, the inclusionary zoning ordinance may not result in as many integrated affordable housing units as were originally hoped for.<sup>2</sup>

The inclusionary zoning regulation for the FUA was much more effective in producing integrated affordable housing units because it did not offer in-lieu fee payment or off-site construction options.

<sup>1</sup> Nick Brunick, Lauren Goldberg and Susannah Levine, *Large Cities and Inclusionary Zoning*, Business and Professional People for the Public Interest, November, 2003.

<sup>2</sup> Ibid.





to live in affordable units close to retail and services. Concentrating higher-density housing developments downtown preserves most of the single-family housing in White Center, a concern for many of the long-time residents.

With the threat of gentrification, mixed-income developments provide a way for White Center to preserve affordable housing options for low- and middle-income residents while offering market-rate housing for new, higher-income residents. They also make larger units available for the large or extended families common in White Center.

#### Implementation

The Strength of Place Initiative (SOPI) should encourage affordable housing development over

- Recruiting and hiring affordable housing developers
- Serving as project manager
- Developing regulations to keep the apartments affordable to the residents

#### **5.1.4 Project: Community Land Trusts**

Community land trusts (CLTs) will ensure that a portion of the housing stock remains affordable. CLTs encourage homeowners to stay and become invested in the community. This will help meet the community's desire to keep the housing stock affordable, while also creating a safe and stable neighborhood environment. While it may be challenging to acquire and develop land due to cost, White Center property values are still the most affordable in the greater Seattle area.

#### **Case Study: Mixed-Income Development**

The Denice Hunt Townhouses were built to house large families. They have a single-family feel and all have front porches. They are intended for people earning 50% or less of the area median income. The project was developed at lower density than the area was zoned for, but included larger apartments for larger families. It was developed and is owned by the Low Income Housing Institute and the Seattle Housing Authority).<sup>1</sup>

<sup>1</sup> Rhodes, Elizabeth. "Density With A Difference -- Today's Tour Shows Multifamily Housing With Home Offices, Front Porches And Prices For Low-Income Renters And Luxury Buyers". *The Seattle Times* June 7, 1998.

retail downtown along 16<sup>th</sup> Avenue SW and SW 98<sup>th</sup> Street. The community will benefit if the housing units are two- or three-bedroom units and are affordable to households making 60% or less of the area median income. Those involved with SOPI can work toward this by:

- Advocating for regulatory changes
- Working with the community to determine appropriate apartment designs
- Gaining community buy-in for more affordable units by facilitating the educational process

#### Implementation: King County Housing Authority Community Land Trust for Greenbridge

The King County Housing Authority (KCHA) is currently investigating methods to ensure the 75 Greenbridge homes that will be sold below market-rate to households earning 80% or less of the area median income will remain affordable in the long term. If KCHA establishes a Greenbridge Community Land Trust (CLT), they can ensure the homes remain affordable for at least 99 years. The first step KCHA should take towards creating a Greenbridge CLT is to recruit

residents and interested parties to serve as the CLT board. This board will work with housing authority officials in developing guidelines to steer the CLT's development, writing a land lease program, determining land lease rates, and helping the housing authority find funding to subsidize construction costs of affordable homes. During home construction, the board also should work with KCHA to develop the qualifications for owning a CLT property, and create a resale formula to be applied when a participating homeowner wants to sell. Upon the completion of their construction, KCHA would be responsible for selling the homes, while the board will be available to address problems that arise within the CLT.

Implementation challenges include establishing a CLT in a short timeframe, finding sufficient subsidy to counterbalance construction costs for the below market-rate units, and convincing KCHA stakeholders that a Greenbridge CLT would be beneficial for the community. With this in mind, KCHA will need to develop financial and social arguments to convince their stakeholders to support the creation of a CLT.

#### Implementation: White Center CDA Community Land Trust

To establish a CLT, the WCCDA would need to devote a considerable amount of staff time and resources towards the CLT's creation. Likely, a new non-profit entity would need to be created.

### **Case Study: Community Land Trusts**

Sawmill is a diverse neighborhood in Albuquerque, New Mexico that has similar socio-demographics to White Center. During the late 1990s, Sawmill land prices increased, pushing many residents out of the housing market. The Sawmill CLT (SCLT) was incorporated in 1996 to protect the character of Sawmill in the face of encroaching development and ensure the area remained affordable for Albuquerque's long-time citizens. SCLT replaced the Sawmill Advisory Council (SAC), an area community development association similar to the WCCDA. Though SAC did not intend to develop housing, after negotiating with the city governments in a rezoning project, the SAC felt that they would be most effective in encouraging the development of affordable for-sale housing if they were the housing developer themselves.

The SCLT was established using HOME grants and Federal Home Loan Bank dollars. The land area was purchased using Community Development Block Grants. The city of Albuquerque currently pays for about half of the operating budget, while the other half is paid for with private grants.

Accomplishments of the SCLT include creating a Latino, African American, Native American, and European community. Implementation challenges included educating city officials of the benefits of a CLT, developing legal protocol, and developing funding prior to the city giving the SCLT the funds to buy the parcel of land.<sup>1</sup>

<sup>1</sup> "Tool In Action - Community Land Trusts". Policy Link. May 17 2007 <<http://www.policylink.org/EDTK/CLT/action.html>>.



Alternatively, White Center could create a local chapter of Homestead, a CLT based in Seattle. During the start-up process, the WCCDA should seek technical support from a group such as the Institute for Community Economics that is experienced with developing CLTs.

At the start of the CLT creation process, education about the CLT model should be offered to the community. Education and outreach would help broaden understanding of this housing concept and help recruit board members and potential CLT residents. Board members would network with potential funders, partners, and political advocates to obtain funding to purchase CLT properties. The new White Center CLT also could seek public funding from the state and the county. As an unincorporated area, White Center lacks a municipal housing levy to access. There may be applicable development or acquisition funds from the King County Department of Housing and Community Development.

The White Center CLT could buy individual homes with low structure value, selling the homes as-is, and encouraging buyers to make improvements using the King County Rehabilitation Loan Programs. Owners of a CLT property could earn equity by making structural and aesthetic improvements. To ensure the homes remain affordable, the White Center CLT should investigate an appraisal-based resale formula that encourages homeowners to build equity while preserving home affordability.

The CLT also could acquire adjacent groups of redevelopable parcels and convert them to higher density housing. As a designated urban area under the Growth Management Act, White Center will need to absorb future population growth. In 2006, King County forecasted that White Center's population will increase by 1,670 over the next 22 years. The area will need to

include denser housing developments to meet an increasing housing demand. The White Center CLT would be an appropriate community based organization to develop this housing and ensure its fit with the character of the community.

## 5.2 Location Recommendation

### **Project: Transit-Oriented Development**

15<sup>th</sup> Avenue SW and SW Roxbury Street is a major transit hub, which would be an appropriate location for a transit-oriented development (TOD) that includes additional affordable housing units. In White Center, the development of a TOD would include improving the condition of sidewalks and installing more crosswalks and street lights, issues that were brought up several times at the community meeting. By clustering development, TODs also would conserve open space, as shown in Figure 5.

### Implementation

King County Department of Transportation (KCDOT) is in the early stages of planning a TOD for White Center at the corner of 15<sup>th</sup> Avenue SW and SW 98<sup>th</sup> Street, just one block south of the transit hub on SW Roxbury Street. This parcel is occupied by US Bank. Negotiations are underway between KCDOT and US Bank.

At a community meeting, residents identified this corner not only as an area in need of physical improvement for aesthetic and safety reasons. The bus service in this area is sufficient to support a new TOD. Locating it near a commercial area ensures a walkable neighborhood and keeps high density separate from single-family homes. Proper incentives could encourage developers to create TODs in this area.

Even with incentives in place, TODs are not always effective. In White Center, however, a transit hub and network is already established



Source: University of Washington UDP

Figure 5: Example of a transit-oriented development

by King County. Because White Center is not yet incorporated, King County does not have to negotiate with a municipal government, making the TOD planning easier.

The KCDOT follows a series of steps when implementing TODs. First, it secures the land near a transit hub. KCDOT then conducts a market analysis reviewing the size of the new units, possible businesses to include in a mixed-use development, and other services that are needed and will be profitable in the area. KCDOT then seeks a private developer willing to build what KCDOT has decided upon.

Density bonuses and parking reductions may be offered as incentives to a developer of the US Bank parcel. Another motivation for the developer may be that two businesses directly to the south of the parcel, a liquor store and a market, are likely to move in the near future. This could provide an opportunity to construct a larger project. The WCCDA should work with the Delridge Neighborhoods Development Association (DNDA) and the Strength of Place

Initiative<sup>15</sup> to explore further incentives and funding options for developing affordable housing units. DNDA should be considered as a possible developer for the housing portion of the TOD.

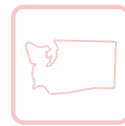
Currently KCDOT is considering a county-wide regulation for TOD developments to include 30% affordable units to households earning 80% of the area median income. Because parking requirements in White Center can likely be reduced, developers may be able to save money. They can pass this savings on by developing a portion of the TOD housing units as affordable to households earning 60-70% of the AMI, instead of 80%. The TOD will need to accommodate the US Bank parking that would be lost, as well as 100 stalls from the Olson-Myers Park and Ride recently sold to help fund the TOD. To offset the costs of replacing the park and ride parking spots, shared parking may be implemented. In this case, the park and ride spots would be used for commuters during peak travel hours but reserved for local retail during non-peak hours such as evenings and weekends.

### 5.3 Density Recommendation

#### Project: Accessory Dwelling Units

King County allows the construction of accessory dwelling units (ADUs) on parcels larger than 10,000 square feet. Most homeowners in White Center do not have enough land to benefit from ADUs. Nor do many residents know how to obtain a building permit for an ADU or construct one safely. Some residents simply build ADUs without a permit or safety standards. By rezoning White Center with more lenient parcel-size ADU regulations and arming White Center residents with the information they need to construct ADUs safely, King County and the WCCDA can empower the community to shape its future.

<sup>15</sup> See Business District Element for Additional Projects Addressed by the Strength of Place Initiative.



## Case Study: Accessory Dwelling Units

### Seattle, Washington

In 2006, the City of Seattle approved the construction of detached accessory dwelling units (ADUs) on single-family lots in the southeast part of the city. The regulation requires a lot size of at least 4,000 square feet and the dedication of one off-street parking space for the new unit. The property owner must live in either the main house or the ADU. It is too early to tell if Seattle's program will be successful in the long run.<sup>1</sup>

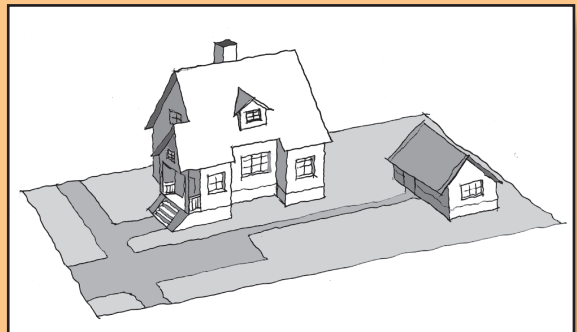
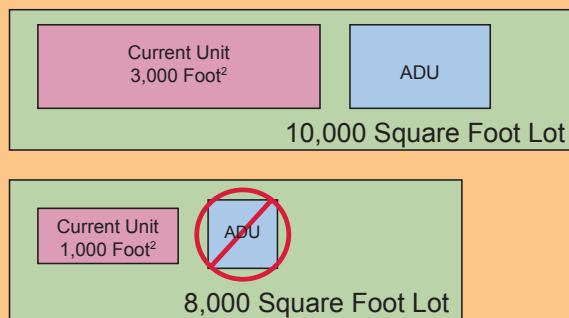
<sup>1</sup> "Establishing a Detached Accessory Dwelling Unit (DADU)." City of Seattle. *DPD Client Assistance Memo #116b*. September 5, 2006.

The City of Seattle allows ADUs to be built on lots of 4,000 square feet. Seattle also requires a property owner to live in either the main house or the ADU. This ensures that revenue from rental units will remain in the community. A standard related to the amount of undeveloped land on a parcel would be more appropriate. This is illustrated in Figure 6. It shows a 10,000 square foot parcel and an 8,000 square foot parcel. The smaller parcel is not large enough for constructing an ADU under current King County regulations, regardless of the amount of undeveloped space on the parcel.

### Implementation

In addition to advocating a change in King County accessory dwelling unit (ADU) regulations (see Section 6.1), the WCCDA should distribute a tool kit to assist property owners in developing ADUs. ARCH (A Regional Council for Housing), an affordable housing consortium consisting of jurisdictions throughout eastern King County, has put together a tool kit that the WCCDA can distribute or modify for the specific conditions in White Center. Distributing information about this and other resources through local community centers and outreach organizations will help property owners address overcrowding in their own homes in an affordable manner.

**Figure 6: Accessory Dwelling Units**





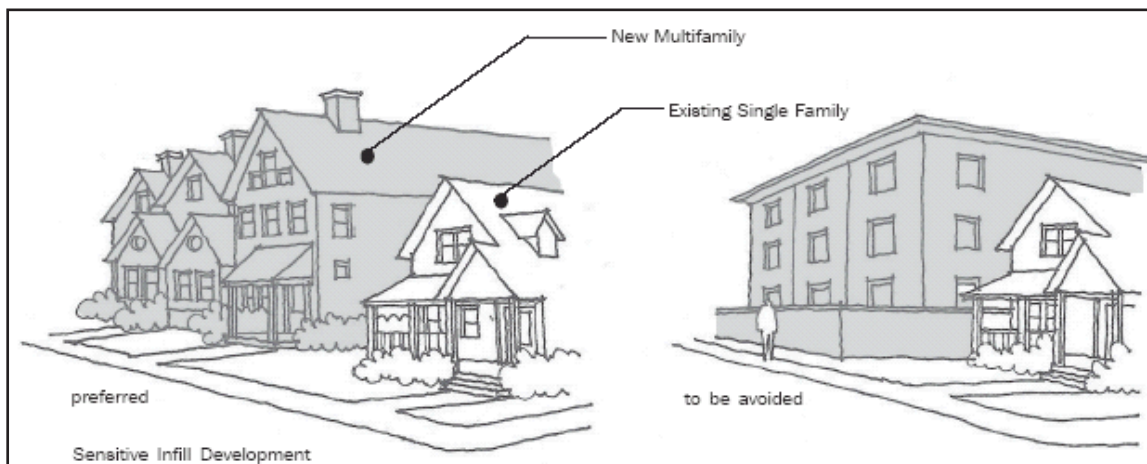
## 5.4 Aesthetic Recommendations

### 5.4.1 Project: Design Guideline Manual and Design Review Board

Creating a community design standards manual for developers would help developers understand the types of housing the White Center community desires. This manual would allow the WCCDA, as well as the Strength of Place Initiative (SOPI) stakeholders, to build a working relationship with developers. Though these standards cannot be enforced, they will allow flexibility in the design of new housing.

compile a simple set of architectural drawings and descriptions detailing styles the community prefers for new developments.

For example, when new developments are constructed, the façades can be monotonous if they all look the same. Large multi-family housing units often fall victim to this fate. To make the streetscape and walking environment more pleasant, developers can use a variety of façades and varying setbacks as illustrated in Figure 7.



Source: Strategy 1: Capitol Hill Neighborhood Design Guidelines

Figure 7: Design standards can ensure infill development fits into the community

Developing a design review board, either within the City of Seattle or King County would allow more community participation in the development process. With additional community input, new housing will better reflect and maintain the character of the community.

#### Implementation

To create a design manual, the WCCDA should conduct an informal visual preference survey of White Center residents. This could be performed at White Center public events such as Jubilee Days. Following the survey, the WCCDA should

Once the designs and descriptions are compiled into a manual, the WCCDA and King County should distribute this to area developers. The manual will benefit the community by suggesting appropriate development styles and it will benefit developers by increasing the likelihood that their development will be welcome in the community. Furthermore, since many of the new housing developments might be in the downtown, this design manual could include design suggestions for downtown business developments as well.

If annexed into the City of Seattle, the WCCDA should appeal to be included in Seattle's



Southwest design review board district. This way, each development in White Center would be reviewed on a case-by-case basis and the design guidelines could be enforced. Another benefit is that the citizens of White Center would have a place to voice their opinions about proposed developments.

#### **5.4.2 Project: Reporting Poor Neighborhood Housing Conditions**

A manual about reporting poor neighborhood conditions would educate residents about the enforcement of housing codes and allow residents to better communicate their housing concerns to King County housing code enforcement officers. This will help the officers identify problem properties within White Center that need immediate attention. Working with homeowners to correct poor housing conditions is a cost effective way to improve the housing stock. Enforcement of housing codes also can encourage the transfer of building ownership from an exploitative owner to a responsible non-profit developer, tenant association, or community group.

##### Implementation

The WCCDA and King County should create an informational manual for residents. The manual should be produced in multiple languages to increase its accessibility to community members. The following information should be included:

- Contact information for the King County Department of Development and Environmental Services
- A list of King County code violations
- A list of steps King County will take to help remedy code violations
- A script for residents to follow when reporting a violation to the County
- Scripts for other interactions with County officials
- A list of frequently asked questions and

answers to the questions

- A list of resources available to residents for improving area housing and living environments

The WCCDA, with assistance from King County, should host training sessions where local service providers learn how to help residents use the manuals. These providers can help distribute the manuals to residents and help them report code violations in their rental home or their neighborhood.

#### **5.4.3 Project: Market the King County Home Rehabilitation Loan Program and Mentoring Service**

A focused marketing campaign would increase awareness of the King County Home Rehabilitation Loan Programs. However, for this marketing campaign to increase the number of participants who successfully complete the loan program, a mentoring service also would be necessary. The mentoring service would support residents through each step of the loan program, ensuring higher completion rates of home improvement projects in the White Center area.

##### Implementation: Marketing Campaign

A marketing campaign should increase public knowledge of this program. Campaign elements should include:

##### ▪ **Communicate the Program Benefits**

Help community members better understand how the loan programs can help improve housing in White Center.

##### ▪ **Branding**

Create a program logo to which multi-cultural populations can relate.

##### ▪ **Build Community Support for Programs**

Build strong community support for the programs and encourage community organizations to further promote the programs.

- **Inspire Participation**

Inspire participation in the program by presenting positive testimony from other White Center residents who used these loan programs to improve their homes.

- **Keep the Program in the Minds of the Community**

Regularly communicate to community members about the program through media like informational flyers and refrigerator magnets.<sup>16</sup>

King County should be responsible for creating this marketing campaign because it is a County-based program. The WCCDA should help distribute and promote the program within the community. The first step King County should take is to conduct a market analysis to determine the characteristics of White Center residents who may be the best candidates for this program. From this information, King County can create a marketing campaign that includes an updated program logo and materials that will motivate residents to apply for the program.

Implementation: Mentoring Service

Paper work completion, the bidding process, and contractor selection can be very overwhelming for residents, especially if English is not their native language. The Home Loan Program Mentoring Service should pair each loan program participant with a mentor who understands the loan paperwork and speaks the participant's native language.

King County, with the help of the WCCDA, should recruit volunteer mentors with a basic understanding of home equity loans. The county would then teach these mentors the steps program participants must take to qualify for a loan. This training also would include instruction on loan eligibility policies, the application process, and other processes the resident should follow. Trained mentors would be paired with a home loan program participant for the duration of his or her home improvement project. To avoid high training costs, volunteer mentors should make at least a year-long commitment to the program. Program participants should be recruited to mentor upon completion of the program.

**5.4.4 Project: Neighborhood Improvement Events: *Battle of the Blocks* and *Christmas in April***

These programs are cost effective, easy to facilitate, and create more opportunities for the community to help improve housing conditions. Improving several homes in a neighborhood puts pressure on other residents to clean up their properties. Since *Christmas in April* is an established program, it would take minimal effort to facilitate this program in White Center. Likewise, it can provide additional volunteer opportunities for the White Center Spring Clean event. *Battle of the Blocks* would be a new program to the area. Program guidelines, marketing campaigns, and recruitment strategies would need to be developed prior to program implementation. This program will help build a sense of community and encourage neighbors to help each other maintain their homes.

Implementation

Both of these programs would be appropriate to tie in with the White Center Spring Clean Day. Since *Christmas in April* is a nationally established program, the WCCDA can easily use materials and program outlines from comparable



<sup>16</sup> Robertson, Les. "The Seven Doors Social Marketing Approach." Waste Educate Conference Paper, 1998.

neighborhoods to tailor a program for White Center. During the Spring Clean planning, the WCCDA should network within the community to recruit volunteers and candidates eligible to receive services.

*Battle of the Blocks* requires more strategic planning because it is a new program and will need a significant amount of community support to be successful. Implementation steps include:

1. Determining the level of community interest in this type of program/contest
2. Developing guidelines for program eligibility, participant and sponsor recruitment, an appropriate schedule of events, and final judgment criteria. If the program is successful, it could become an annual White Center event.
3. Recruiting sponsors to offset costs of tools and supplies
4. Marketing the program/contest to spark block group interests
5. Recruiting program/contest participants
6. Overseeing the improvement process, providing guidance and support as needed
7. Judge the block improvements and award prizes

## 5.5 Educational Recommendation

### **Project: Density, Affordability, and Tenant Rights Seminars**

Educational seminars would help residents understand the various housing programs, advocacy groups, and housing development options within White Center. Educating residents about housing would help build community support for future affordable housing projects. Lastly, educating residents about programs, services and tenant rights would empower residents to improve the current housing stock in White Center.

#### Implementation

The affordability and density education workshops should be day-long or multi-day events where residents learn more about housing and housing programs in White Center, and develop a White Center housing.

#### Seminar 1: White Center Housing 101

The first seminar should build on the community housing visions and goals from past events hosted by the Trusted Advocates and WCCDA by teaching residents about various housing types, land use tools, and available housing programs. This seminar also could provide a basic description of tenant rights, instructions for reporting code violations, and access to various area programs. A list of resources is presented in Appendix 4.7. Housing professionals, academics, student researchers, and knowledgeable residents would be appropriate facilitators for this seminar.

### Seminar 2: Can Density Work in White Center? Connecting Design with Density

Some White Center residents are wary of denser housing options due to past negative experiences with multi-family residences and feelings that denser developments reduce personal privacy and enjoyment derived from having a personal yard. However, based on information from various community meetings, the community would be open to adding denser housing along 16<sup>th</sup> Avenue SW and the SW 98<sup>th</sup> Street proposed pedestrian corridor.

This seminar could help residents understand different designs that ensure dense, multi-family housing could be developed within this area without impinging on the community's character, increasing instances of nuisance, or encouraging crime. One potential activity could include showing photographs of various densities and having participants guess the number of units within each building. This would demonstrate how various designs can disguise the high number of units within a housing development. Other activities could include showing designs that blend denser development into the current White Center housing stock and showing dense designs that allow for open space areas and improved security measures. This seminar can conclude with a discussion on the benefits of density for keeping housing affordable and a visioning exercise of style preferences for density in White Center.

### Seminar 3: Let's Create White Center Housing!

Prior to Seminar 3, the notes from the previous discussions should be compiled and trends in housing visions noted. From these visions, the facilitator will lead a discussion of how to address these visions using a mix of housing types. Then, the facilitator should gather examples of different housing types and neighborhood features that can fulfill the participants' visions and create a picture of what White Center could look like in the future.

During the seminar, participants would be given large pictures of what White Center would look like at if buildings were built to the maximum heights and densities allowed by zoning regulations. These pictures would be laid over pictures of the current housing stock. Participants will then select graphics of their preferred housing types and neighborhood features and place them on the pictures to create a unique neighborhood with a diverse housing stock. At the end of the activity, a group discussion should address their opinions of different housing types and how they can make density look acceptable in their neighborhood. These ideas should then be used to create a final community housing vision. This vision statement and the visual representation pieces can be used by the WCCDA to create a design guideline manual. This manual can be given to developers as a way to ensure the development and design of new housing fits with the unique character of White Center.



## 6.0 Implementation

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### 6.1 Regulatory Changes

Several of the preceding recommendations require regulatory changes. The WCCDA should advocate these changes with the King County Executive Director's Office. The King County Executive Director's Office is responsible for fulfilling the requirements of the Growth Management Act, which include creating affordable housing. Recommended changes to increase affordable housing in White Center include:

- Expediting permitting processes and reducing parking requirements as incentives for development of affordable housing in White Center
- Creating an inclusionary zone overlay in White Center if development pressure increases
- Rezoning downtown and the SW 98<sup>th</sup> Street proposed pedestrian corridor for mixed-use and multi-family developments
- Replacing parcel-size requirements with undeveloped space requirements for the construction of accessory dwelling units
- Increasing the units per acre allowed in the single-family zone to accommodate more affordable single-family home designs

## 6.2 Potential Funding Sources

| Funding Title                                      | Funding Type                          | Source   | Project Types  |
|--|---------------------------------------|--|--|
| HOME Investment Partnership Program                | Formula Grant for Local Jurisdictions | US Department of Housing and Urban Development                           | Creates affordable housing for low income households. The HOME grants can be used to provide needed grants, direct loans, loan guarantees, credit enhancement, and rental assistance.  |
| Self-Help Homeownership Opportunity Program (SHOP) | Grants                                | US Department of Housing and Urban Development                           | Provides funds for non-profit organizations to purchase home sites and develop/improve the infrastructure needed to develop housing for low income families who are unlikely homeowner candidates.   |
| Community Development Block Grant                  | Formula Grant For Local Jurisdictions | US Department of Housing and Urban Development                           | Improves communities by providing quality housing, suitable living environments, and expanding economic opportunities, especially for low- and moderate-income households.   |
| Housing Trust Fund                                 | Loans and Grants                      | Washington State Department of Community, Trade and Economic Development | Supports the construction of affordable housing, assists low-income new homeowners with down payments, helps rehabilitate current structures, preserves properties losing federal subsidies and provides pre-development technical assistance. |
| Tenant Based Rental Assistance                     | Grants                                | Washington State Department of Community, Trade and Economic Development | Provides homeless and low-income households with security and utility deposits, as well as up to 12 months rent assistance.  |
| Transitional Housing, Operating and Rent Program   | Grants                                | Washington State Department of Community, Trade and Economic Development | Provides homeless families with children with up to two years of rental assistance, transitional facility operating subsidies, and case management services.   |
| Low Income Housing Tax Credits (LIHTC)             | Tax Credit                            | Washington State Housing Finance Commission                              | Gives developers a tax credit on their property if they reserve a percentage of the total units for low income residents.  |
| King County Home Rehabilitation Loan Programs      | Affordable Loans                      | King County Department of Community and Human Services                   | Provides zero interest loans for the rehabilitation of single family homes and multi-family units.   |
| Funding Pools                                      | Funding Clearing House                | Community Donors and Agencies  | Collects contributions to be spent on affordable housing initiatives, consortium can be set up by WCCDA.   |
| Foundations  | Foundation for Affordable Housing     | Private Organization   | Eases the burden on state, county, and local housing authorities through the construction, acquisition, and operation of housing for senior citizens and people of low to moderate income.   |





### 6.3 Summary of Projects

#### Summary 1: Preserving Housing Affordability in White Center

| Project  | Partnership   | Cost*  | Timeline (in years) |                 |                |
|--|---|--------|---------------------|-----------------|----------------|
|  |   |        | Short<br>(0-2)      | Medium<br>(2-6) | Long<br>(6-10) |
| Regulatory Changes<br>(i.e. Incentives,<br>Inclusionary Zoning)                              | <ul style="list-style-type: none"> <li>• WCCDA</li> <li>• King County Executive Director's Office</li> </ul>  | \$     |                     | X               |                |
| Mixed-Use and Mixed-<br>Income Developments  | <ul style="list-style-type: none"> <li>• WCCDA</li> <li>• King County Government</li> <li>• Developers</li> <li>• Legislative Authorities</li> <li>• Residents</li> </ul>   | \$\$\$ |                     |                 | X              |
| Community Land<br>Trusts (CLT)   | <ul style="list-style-type: none"> <li>• WCCDA</li> <li>• King County Housing Authority</li> <li>• SOPI Stakeholders</li> <li>• Future CLT board</li> <li>• Existing Homeowners</li> <li>• Low- and Moderate-Income Households</li> </ul>   | \$\$\$ |                     |                 | X              |
| Transit Oriented<br>Development  | <ul style="list-style-type: none"> <li>• WCCDA</li> <li>• King County Department of Transportation</li> <li>• Legislative Authorities</li> <li>• SOPI Stakeholders</li> <li>• US Bank</li> <li>• Delridge Neighborhoods Development Association</li> <li>• Developers</li> <li>• Households earning 60%-70% AMI***</li> </ul> | \$\$\$ |                     |                 | X              |
| Accessory Dwelling<br>Units  | <ul style="list-style-type: none"> <li>• WCCDA</li> <li>• King County Government</li> <li>• Legislative Authorities</li> <li>• ARCH</li> <li>• Property Owners</li> </ul>   | \$     | X                   |                 |                |
| Marketing the King<br>County Home<br>Rehabilitation<br>Loan Program and<br>Mentoring Service | <ul style="list-style-type: none"> <li>• WCCDA</li> <li>• King County Government</li> <li>• Future Mentoring Services Committee</li> <li>• Potential Borrowers</li> </ul>   | \$\$   | X                   |                 |                |

\*Cost: \$\$\$=expected cost is high, \$\$=expected cost is medium, \$=expected cost is low

\*\* Households making 60% or less of the area median income

\*\*\* Households making 60% - 70% of the area median income

## Summary 2: Creating Aesthetically Pleasing Housing

| Project                                       | Partnership   | Cost* | Timeline (in years) |              |             |
|---|---|-------|---------------------|--------------|-------------|
|   |   |       | Short (0-2)         | Medium (2-6) | Long (6-10) |
| Design Standards                              | <ul style="list-style-type: none"> <li>• WCCDA</li> <li>• King County Government</li> <li>• SOPI Stakeholders</li> <li>• Developers</li> </ul>  | \$    | X                   |              |             |
| Design Review Boards                          | <ul style="list-style-type: none"> <li>• WCCDA</li> <li>• Community Representatives</li> <li>• Design/ Development Experts</li> <li>• Developers</li> </ul>   | \$\$  |                     | X            |             |
| Reporting Poor Neighborhood Conditions Manual | <ul style="list-style-type: none"> <li>• WCCDA</li> <li>• King County Government</li> <li>• Exploitative Landlords</li> <li>• Tenants' Rights Associations</li> <li>• Community Group</li> </ul>          | \$    | X                   |              |             |
| Neighborhood Clean Up Projects                | <ul style="list-style-type: none"> <li>• WCCDA</li> <li>• <i>Christmas in April</i> Participants</li> <li>• <i>Battle of the Blocks</i> Participants</li> <li>• Volunteers</li> <li>• Sponsors</li> </ul> | \$    | X                   |              |             |



## Summary 3: Educating the Community

| Project  | Partnership  | Cost* | Timeline (in years) |              |             |
|--|--|-------|---------------------|--------------|-------------|
|  |  |       | Short (0-2)         | Medium (2-6) | Long (6-10) |
| Affordability and Tenant Rights Training                                 | <ul style="list-style-type: none"> <li>• WCCDA</li> <li>• Housing/Social Service Professionals</li> <li>• All Residents</li> </ul>   | \$    |                     | X            |             |
| White Center Housing 101 Seminar   | <ul style="list-style-type: none"> <li>• WCCDA</li> <li>• Trusted Advocates</li> <li>• Housing Professionals, Academics, Student Researchers and Knowledgeable Residents</li> <li>• All Residents</li> </ul> | \$    | X                   |              |             |
| Can Density Work in White Center? Connecting Design with Density Seminar | <ul style="list-style-type: none"> <li>• WCCDA</li> <li>• Housing Professionals, Academics, Student Researchers and Knowledgeable Residents</li> <li>• All Residents</li> </ul>                              | \$    | X                   |              |             |
| Let's Create White Center Housing Seminar                                | <ul style="list-style-type: none"> <li>• WCCDA</li> <li>• Housing Professionals, Academics, Student Researchers and Knowledgeable Residents</li> <li>• All residents</li> </ul>                              | \$    | X                   |              |             |



\*Cost: \$\$\$=expected cost is high, \$\$=expected cost is medium, \$=expected cost is low



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# Civic Capacity Element





## 1.0 Element Summary

The neighborhood planning process provides an opportunity to assess and recommend strategies to strengthen White Center's civic capacity, defined as the community's ability to work together, identify their shared interests, and act collectively to define and achieve goals.

White Center is a neighborhood in transition, with pressures from population growth, poverty, annexation discussions, and the threat of gentrification. Public safety concerns and the disconnection between youth and adults also challenge the neighborhood.

A defining characteristic of White Center is the diversity of its residents. People of color comprise 48% of the population, and 27% of the community is foreign-born. White Center includes large numbers of Asians and Latinos, as well as significant populations of East Africans

and Eastern Europeans. The presence of a large immigrant community provides some challenges. Limited networking across ethnic lines has contributed to social fragmentation, and limited English language skills have created barriers to employment, entrepreneurship, and participation in the political system.

White Center residents view cultural diversity among the neighborhood's greatest assets. The downtown is emerging as a vibrant place, offering excellent restaurants featuring foods from around the world. Seasonal street fairs and festivals showcase a variety of music, dance, and goods from various countries of origin, and a nascent arts scene includes the beginnings of a public art collection.



Source: University of Washington UDP

Figure 1: Images of White Center.





## 2.0 Introduction

This element of the plan recommends fostering civic capacity in White Center by building upon extensive cultural assets and the strengths of existing institutions. Strategies address three overarching goals: 1) building White Center's sense of identity, 2) strengthening White Center's community fabric, and 3) promoting civic engagement. Project recommendations include expanding arts and cultural programming in White Center, creating a market for small-business creation that builds on the diverse skills and cultural capital of White Center immigrants, and developing a voter empowerment project to encourage citizens to participate in local governance.

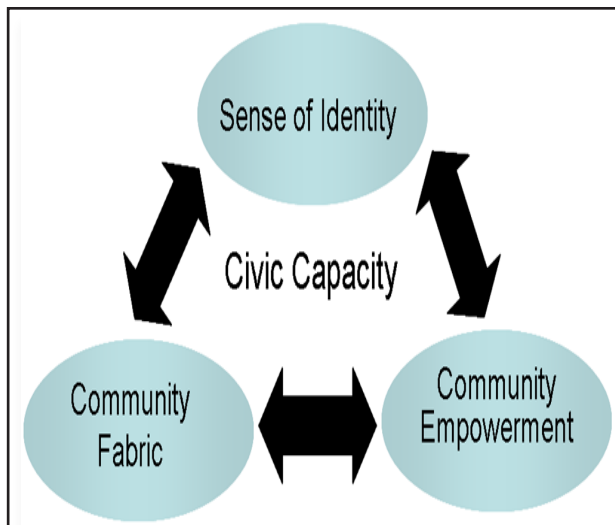


Figure 2: Elements of Civic Capacity

## 3.0 Methodology

Residents identified three areas to address civic capacity: community empowerment, strength of the community fabric, and development of a more distinct sense of identity and cohesiveness in White Center. A list of potential projects was compiled under these three overarching goals. Members of the community suggested many of the projects reviewed for inclusion in this section; some were developed through research and prior knowledge of projects that have improved civic capacity in other communities.

After compiling and editing this list, case studies were collected for each proposed project to weigh its applicability to needs and goals specific to White Center. Projects meeting a basic criterion of applicability to White Center were then winnowed using the following criteria:

- Project builds on community strengths and assets
- Project meets clear community demand gauged by identification in community meetings or discussions with WCCDA and other community stakeholders and review of initial conditions research
- Project meets community identified need for civic capacity by addressing one or more of three defining elements: sense of identity, community fabric, civic engagement
- List of projects balances short- and long-term implementation and benefits
- Inclusion and development of project within the plan advances implementation of the project

After “truthing” the list with key community stakeholders to validate their appropriateness, three project areas — arts and cultural programming, community commerce, and community empowerment — fit the criteria particularly well. These have been developed into recommendations for further goals, objectives, and projects.

## 4.0 Alternatives

Many strategies were considered for inclusion in this element of the plan. Some of these strategies, such as adult education, vocational training, and neighborhood cleanups are addressed in other plan elements. Others, such as community organizing, community policing, and block organizations, were deemed important, but beyond the scope of this plan element. Two of these strategies — improving community networks and developing a model for WCCDA leadership when the Making Connections project twilights in 2012 — were considered beyond the scope of this plan but highly relevant, and are addressed in Appendix 5.1.

## 5.0 Recommendations

### **GOAL 1: Expand Arts Programming**

The White Center community possesses substantial cultural capital representing a diversity of heritages and aesthetics. The arts community is modest in size, but very active, and offers a strong foundation for developing more comprehensive arts and cultural programming. The following strategies are recommended: investment in the capacity of the White Center Arts Alliance as a coordinating entity for community-based arts programming, production and coordination of public art, support of local artists and youth art programs, development of the St. James Cultural Center, and creation of a cooperative gallery space.

#### **Objective 1.1: Expand the capacity of the White Center Arts Alliance**

The White Center Arts Alliance (the Alliance) is a small, volunteer-run group comprised of local artists and business owners. The WCCDA provides fiscal sponsorship for the organization. In 2006, the Alliance organized a series of summer evening events featuring live music at restaurants in downtown White Center. White Center Music Nights drew musicians and visitors from around the Puget Sound. It was a successful family-oriented evening event that helped to displace undesirable street activity and improve public perception of White Center. The Alliance plans to repeat this event in 2007.

Another Alliance project is the Photovoice Project with Cascade Middle School. Based on a nationally tested model, this project provides an opportunity for Native American students to document their day-to-day experiences of White Center. An exhibition of the project will be held in the fall of 2007. The Alliance also is planning a September festival called “Sound Bite” that will feature local food vendors and crafts.



Current art programming by the Alliance fosters White Center's civic capacity, pedestrian activity and safety, and economic development. Economic development and pedestrian activity are addressed in depth in other elements of this plan. Civic capacity benefits include enhancing a sense of identity and strengthening White Center's community fabric.

The Alliance should expand and acquire staff support. The capacity of the Alliance as a purely volunteer-driven entity is limited for leading the development of a more comprehensive arts program. The WCCDA, the Alliance's fiscal sponsor, should consider adoption of the Alliance as a central component of its community development programming or offer capacity-building support until the Alliance can become a stand-alone entity. Centralization of fundraising and coordination tasks within a permanent staff would foster the Alliance's expansion in membership and capacity. This would enable the Alliance to undertake new and expanded responsibilities, including the coordination of a public arts program and development of a co-operative gallery. These programs will serve established and emerging artists.

The greater Seattle area offers strong models of community-based arts organizations. SouthEast Effective Development (SEED)<sup>1</sup> offers a variety of public art and art education services in Southeast Seattle. SEED's program, Public Art Urban Space Enterprise (PAUSE), partners non-profit and commercial developers, community groups, and public agencies with professional local artists for consulting, design, fabrication, and installation services. SEED also operates a mentoring program pairing professional artists with aspiring young artists. Similar project

<sup>1</sup> Like White Center, the Rainier Valley in southeast Seattle is undergoing tremendous change. Southeast Seattle is also similar to White Center in the diversity of its residents. SEED operates a suite of arts programs that strive to support local artists. SEED represents a rich resource for White Center Artists Alliance and WCCDA. For more information: <http://www.seedseattle.org/seedarts/index.html>.

elements are adapted here for White Center.

There is no shortage of artistic talent within the multi-cultural White Center community. Members of an expanded White Center Arts Alliance should reflect diverse points-of-view and have strong ties to the neighborhood. The organization should include balanced representation by artists, design professionals, businesses, public-sector partners, and other key stakeholders.

### **Potential Partners**

White Center Arts Alliance

WCCDA

Washington State Arts Commission

### **Objective 1.2: Develop a public arts program that supplements existing public art with a diverse collection that fosters connections among sub-neighborhoods**

The mere presence of art can be a powerful force for building community and attracting visitors. Art that engages local residents and youth offers even broader benefits, including increased demand from prospective tenants and buyers, tenant stability, and decreased vandalism. A public arts program in White Center will meet these and broader civic capacity goals by fostering a greater sense of identity, strengthening White Center's community fabric through promotion of a unified aesthetic for the neighborhood, and offering a context for cultural sharing among artists, residents, and visitors within the White Center neighborhood.

White Center possesses a growing public art collection, including the following installations:

- "White Center Banners" on 16th Avenue SW and along Delridge Way SW
- "Blue Sky Baskets" at SW Roxbury Street, 16<sup>th</sup> Avenue SW, and Delridge Way SW to be



Source: University of Washington UDP.

Figure 3: Bronze Coins in White Center.

- installed in 2007 (see inset artist rendering)
- “Bronze Coins” on the sidewalks along 16<sup>th</sup> Avenue SW that represent different nationalities.
- Murals on building facades along 15<sup>th</sup> and 16<sup>th</sup> Avenues SW.
- A diverse collection of art on the Greenbridge property and extending to the SW 98<sup>th</sup> Street corridor.
- The renovation of White Center Heights Park will incorporate public art and a memorial to Steve Cox, a beloved King County deputy killed in the line of duty in White Center.

An effective public arts program showcases diverse points-of-view, while providing affordable, quality, community-based public art for a variety of projects. White Center can distinguish itself and strengthen its identity with a diverse collection of public art. Diversity in the collection refers to variety in sizes and scales of artwork, variety in materials, and a mix of types of art, including art that is integrated as part of the landscaping or architecture, art that is functional as benches, lighting, tree gates, etc., and stand alone sculptural pieces. Diversity in the collection also implies the representation of the history and diverse traditions and cultures within White Center.



Source: Reprinted with permission from the artist.

Figure 4: Blue Sky Basket at 16th Avenue SW and Delridge Way SW.



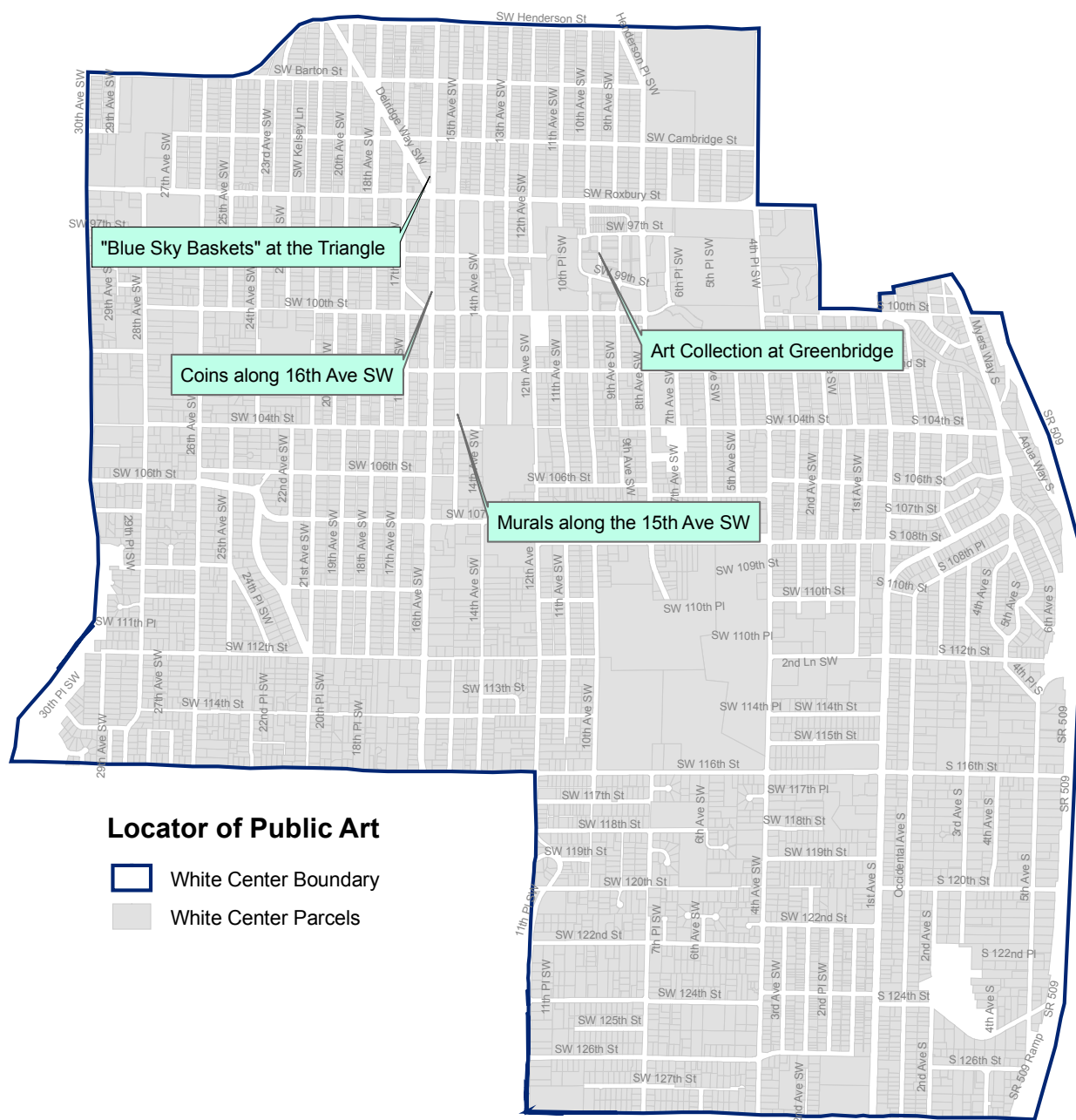
Source: University of Washington UDP

Figure 5: White Center Banners along Delridge Way SW.

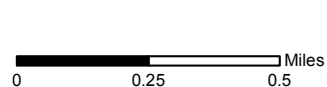




## Map 2: Public Art Locator



**Sources:** Washington State GeoSpatial Data Archive  
[Http://wagda.lib.washington.edu](http://wagda.lib.washington.edu)



**Project 1.2.1: Install a collaborative art installation at the nexus of the Greenbridge property and SW 98<sup>th</sup> Street**

In the short-term, opportunities exist to connect communities with art. The SW 98<sup>th</sup> Street corridor connecting Greenbridge and White Center's downtown is being enhanced with funding from King County Housing Authority (KCHA). Greenbridge, as part of its funding from HUD, includes a collection of site-specific public art created by six design team artists working in cooperation with KCHA. However, Greenbridge's art collection does not extend beyond KCHA's property line.

To foster a sense of connection between Greenbridge and the rest of the White Center community, an art installation should be located at the nexus of the Greenbridge property and SW 98<sup>th</sup> Street. To help bridge the communities, this plan recommends contracting with one or more members of the Greenbridge design team to collaborate on the SW 98<sup>th</sup> Street installation with a local White Center artist.

**Project 1.2.2: Install a mural at the southeast corner of SW Roxbury Street and 16<sup>th</sup> Avenue SW**

The White Center Arts Alliance identified a site for a new wall mural at the corner of SW Roxbury Street and 16<sup>th</sup> Avenue SW. An artist for the site has been identified. The WCCDA should fund production of this mural.



Source: Glen Anderson and Local Citizens.

Figure 6a: Public Art in Other Cities. "Pebble Mosaics"



Source: Elizabeth Kozlowski.

Figure 6b: Public Art in Other Cities. Colorful panels in North Vancouver, BC



Source: Alexander Calder

Figure 6c: Public Art in Other Cities. "Model of Man," 1967 gallery of York University





**Objective 1.2.3: Design a wayfinding system**

A wayfinding system merges directional signage with creativity and visual innovation, enhances pedestrian circulation, and lends a stronger sense of identity to a district.

A system that addresses wayfinding objectives identified in the Public Safety and Pedestrian Environment Element of this plan should integrate public art and directional information, bring color and life to White Center sidewalks and streets, promote the name “White Center,” and foster pedestrian activity between areas of strong pedestrian interest.

**Objective 1.2.4: Engage the Arts Community**

Engage the White Center Arts Alliance and broader community in a public art planning process that develops clear guidelines for community involvement, artist selection and project review, and maintenance of public installations. Other plan elements may include an examination of the potential for youth engagement in creating installations, the identification of gaps in the existing public art network, and funding strategies for temporary and permanent art installations. A public art plan also should incorporate knowledge of design elements that encourage community health and discourage vandalism.

**Objective 1.2.5: Develop a strategy for marketing local artists to developers**

Develop a strategy for marketing local artists to developers, encouraging the integration of local art with in-fill, commercial, multi-family residential, and landscape development and/or renovation projects, especially downtown.



Source: Mary Coss, Photo Courtesy of SEEDArts

Figure 7: “3 Night Wishes”  
Art for Greenbridge/ SW 98th St Pedestrian Corridor



Source: [www.atlantadowntown.com](http://www.atlantadowntown.com)

Figure 8: Example of Wayfinding

**Objective 1.2.6: Create a walking map highlighting public art, retail/restaurant zones, and historic and architectural landmarks**

A walking map of White Center’s public art, retail and restaurant zones, and historic and architectural landmarks will provide visitors with a guide for navigating the community and enjoying its many amenities. The WCCDA, in partnership with the White Center Arts Alliance, should engage the White Center community in a community mapping exercise that will foster greater sense of identity for the map creators, and a strong picture of the community created by its members.

The Green Map System (GMS)<sup>2</sup> is a tool for assisting design teams of all ages and backgrounds to map their community. Using GMS’s iconography, mapmakers produce unique, neighborhood guide maps charting natural and cultural resources. In other communities, this project has been undertaken by high school students, either as part of an in-school curriculum or after-school program. Involving high school students benefits the community by giving voice to its younger members. Alternatively, an intergenerational partnership could create Green Maps drawing on multigenerational experiences.

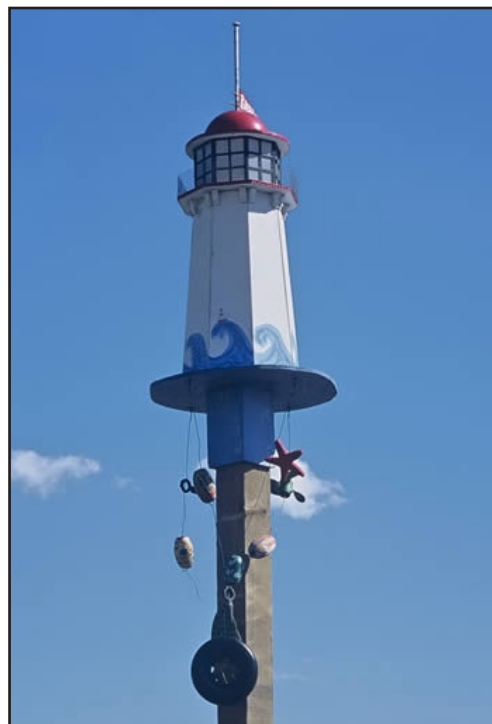
**Potential Partners**

White Center Arts Alliance  
White Center Arts and Writers  
White Center Chamber of Commerce  
School Districts  
Trusted Advocates  
Houses of Worship

**Objective 1.3: Expand arts and cultural programming for youth**

The Trusted Advocates and representatives of other community organizations emphasize the need to create opportunities for youth to positively express themselves, and venues for interaction between youth and adult mentors. Programs should strive to be culturally relevant and strengths-based, and coordinate with one another to diminish duplication and address a criticism from some youth that White Center’s youth programs operate in “silos.”<sup>3</sup>

Arts programs offer youth opportunities for vocational training and creative expression, and provide an alternative to unhealthy or dangerous activities. Fortunately, White Center already has a rich set of resources for youth and the arts upon which to build. These ongoing projects could be expanded with sufficient funding.



Source: Graham Engle and Studio in the City Youth.  
Figure 9: “Birdhouse in the City”

<sup>2</sup> See <http://www.greenmap.org/home/home.html> for additional information.

<sup>3</sup> Melissa Brainerd interview 5/4/07, White Center Arts Alliance Meeting 5/7/07



Expanded and new programming would foster artistic development among White Center youth by creating culturally relevant art in neighborhood spaces. Youth arts programming also would support youth artistic expression by encouraging multi-media arts education and providing exhibition opportunities.

The youth of White Center have already participated in creating art for White Center. There are murals in the neighborhood that were painted by young people in collaboration with local artists. Other existing White Center programs for youth include the Photovoice project of the White Center Arts Alliance (see Objective 1.1) and after school programs in the Highline School District at community facilities like the Log Cabin and the Salvation Army. Youth have expressed interest in expanded opportunities exploring music, dance, and visual and media arts. Youth also have strongly expressed a desire for greater coordination and connection among programs to give them more opportunity to build relationships with broader groups of peers.

#### **Objective 1.3.1: Expand existing youth arts programs in White Center**

The following existing projects offer arts and cultural programming for youth and should be expanded:

##### **Youth Media Institute (YMI)**

The Youth Media Institute is based at the new St. James Cultural Center (see Objective 1.6). It began as a six-week summer media workshop and evolved into a multi-faceted project that gives youth training on issues related to communications media (justice, access), and hands-on training in a variety of contemporary media, including videography, web-based broadcasting, and blogging. The context of media



Source: Liz Calvin and Studio in the City Youth

Figure 10: "City Mosaic"



Source: University of Washington UDP

Figure 11: Murals along 15<sup>th</sup> Avenue SW, White Center



training also provides opportunities to address the broader needs of youth for social, school-related, and media-industry related skills instruction. NewStart (alternative) High School was an early partner. Students come from a variety of local schools, with the majority participating during a six-week summer program.

Youth Media Institute projects include “Youth Out Loud,” an intensive 6-week summer program that provides training and practical experience in multimedia production through the following opportunities:

- Web-based radio station
- Videography training and internship program that matches youth videographers with White Center community organizations

YMI is currently applying for 501c3 tax-exempt status with the IRS. The WCCDA is YMI’s fiscal sponsor during this transitional period.

YMI would benefit from capacity-building investment to support organizational development (board development, fundraising training), capital investment in updated media equipment, and staffing. YMI also needs ongoing funding for student scholarships.

### **Community School Partners of Highline**

Community School Partners of Highline (CSP) offers school-based cultural programs and support to students, families, and the community. A sampling of CSP programs includes a poetry and movement class, a dance class for girls, a Somali language and culture class, and a xylophone club.

In 2003, CSP opened its pilot site at White Center Heights Elementary School. In the fall of 2005, CSP opened a second site at Mt. View Elementary School. CSP offers dozens of programs to more than 200 children, youth, parents, and families.

CSP seeks to open additional sites at other schools in the Highline School District. Expansion requires support from parents, residents, schools, and other service providers. Though

CSP currently serves only the elementary school level, the CSP model could be expanded to White Center high schools.

### **Objective 1.3.3: Provide venues for external programs in White Center**

Arts Corps<sup>4</sup> is a highly successful program based in West Seattle. It offers free art education classes to students in grades K-12. Experienced teaching artists create rich learning environments in schools all over King County. In 2007, Arts Corps partnered with CSP to offer a poetry and movement class at White Center Heights Elementary School.

Partnerships with organizations such as Arts Corps and other established youth arts programs should be encouraged to expand upon programs currently operating in White Center. Inviting well-established, externally funded and organized programs like Arts Corps mitigates the costs associated with expansion of programming for White Center youth.

### **Potential Partners**

Boys and Girls Club  
Salvation Army  
Nature Consortium  
NewStart  
Arts Corps  
Power of Hope  
White Center Arts Alliance  
St. James Cultural Center  
Teens Creating Tomorrow Youth Council  
Safe Futures Youth Center  
YES Foundation

<sup>4</sup> For more information about ArtsCorps, visit: <http://www.artscorps.org/who/index.html>.



**Objective 1.4: Support street fairs and festivals celebrating the diversity of cultures and businesses of White Center**

White Center has been host to street fairs for more than 50 years. Festivals and fairs provide a great opportunity for community members to gather, spend time with their families, and enjoy entertainment that showcases the cultural richness of the community.

As with other projects in the civic capacity element of this plan, support of festivals and fairs builds upon current neighborhood activities, seeking to supplement and promote existing successes. Support should include centralized marketing and media relations, and a streamlined permitting process.

In addition to their intrinsic benefits, street fairs and festivals can serve as progenitors for more permanent cultural programming. For example, in Bellevue, Washington, the Bellevue Art Museum originated in 1947 as a street-based art fair. In 2001, the Museum opened its first permanent home and is now a cultural centerpiece in one of Washington's fastest growing cities.



Source: Museum of History and Industry, Seattle.

Figure 12: Scene from Pancake Festival in White Center, 1956

**Objective 1.4.1: Support existing outdoor festivals**

Outdoor festivals in White Center include the Cambodian New Year Festival, Pasefika, the Latino Festival, White Center Music Nights, Jubilee Days, and Sound Bites. The Cambodian New Year Festival usually occurs in April, though the date changes according to the lunar calendar. Pasefika is organized by Hawaiian and Samoan White Center residents in mid-summer. White Center Music Nights (see Objective 1.1) stretches across a number of summer weekends, and Jubilee Days, White Center's longest-running street fair, is in August. Sound Bites, a new festival, will be sponsored by the White Center Arts Alliance in September.

Organizers of existing festivals should explore linkages with programming at the St. James Cultural Center (see Objective 1.6). Street fairs may also have strong linkages with the development of an international market (see Objective 2.1).

**Potential Partners**

White Center Arts Alliance  
Cambodian Cultural Society  
St. James Cultural Center  
Van Lang Vietnamese Cultural School Dance Group  
The Latino Dancers

### Project 1.5: Develop a co-operative gallery space in downtown White Center

Local restaurants and the Log Cabin have served as ad hoc gallery space for local artists to showcase and sell artwork. White Center resident artists and a gap analysis performed in the downtown area (see Economic Development element) identified a need for a dedicated space for these activities. A co-operative gallery space will provide artist-ownership and cost-effective management of a cultural highlight in downtown that will serve local artists and create a point of interest for visitors.

Neighborhoods around the country offer successful models of how to create co-operative gallery spaces. Locally, the Columbia City Gallery is an artist-run collective representing more than 25 local artists. Bi-monthly exhibits feature a range of media. Founded in 1999 and operated by SouthEast Effective Development, the Columbia City Gallery has become a lively center of the community.

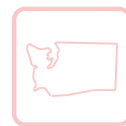
A gallery in White Center would provide exhibition space for co-operative member artists and rental space for visiting artists. Member artists would develop a jury process for selection of exhibitions and new members. The gallery also could provide rental space for other events, including musical performances and literary events, further enhancing White Center's community fabric.

Creation of a co-operative gallery will require significant investment of resources and energy. Before undertaking this project, the White Center Arts Alliance should focus on increasing its organizational capacity (Objective 1.1). A feasibility study investigating potential capital investment, start-up costs, and annual operating costs, should be weighed against potential revenue generation. Management of the facility

(maintenance, leasing, membership management) could be an offset for artists unable to afford membership and exhibition fees.

#### Potential Partners

White Center Arts Alliance  
WCCDA





### **Objective 1.6: Develop St. James Church Cultural Center**

For decades, St. James Lutheran Church served White Center residents as a place of worship and hospitality. In 2005, congregants decided to close the church because of low membership. The Northwest Washington Synod, current owner of the property, is now offering it for development into a community cultural center. This cultural center will provide White Center's diverse immigrant populations a place to gather with family and neighbors to celebrate their cultural heritages.

The St. James property includes two main structures: the church building and an education facility. A steering committee comprised of Trusted Advocates and church representatives has engaged in a planning process to convert the two spaces into a cultural center. They have collaborated with Delridge Neighborhoods Development Association (DNDA) and Environmental Works, an environmental non-profit, to create architectural drawings and designs for the site.

A general development group also was formed. It includes the WCCDA, Trusted Advocates, St. James Steering Committee, Making Connections Strong Families Workgroup, NW Washington Synod Evangelical Lutheran Church in America, University of Washington, DNDA, Pomegranate Center, and King County. The group is helping to develop strategies for the project.

In June of 2006, a vision statement emerged that stresses the role of the center as an open and welcoming place for all people and cultures in White Center. It also supports flexible program development that serves community-generated desires and needs. The center will seek to foster intergenerational relationships between

community members and also provide quiet places for individual reflection.

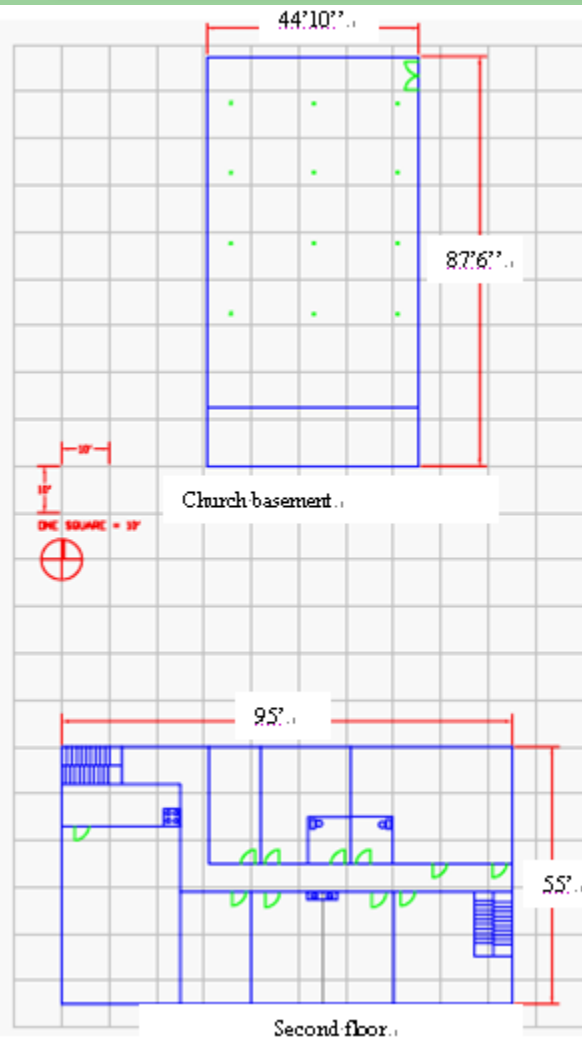
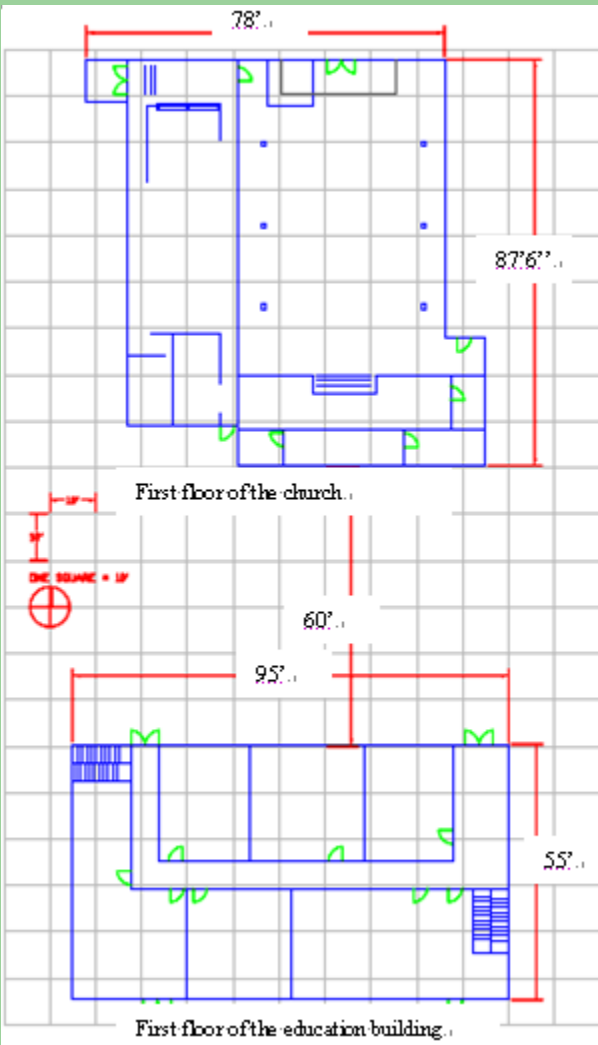
Stakeholders will concurrently explore programming needs and facility functionality. The two processes should happen simultaneously, because programming capability depends on adequate facilities. Conversely, facilities should accommodate the programming desires of the community.

In pursuing these two simultaneous goals, St. James cultural center development should include focus on youth programming and space. White Center youth have expressed negative perceptions of their community. They report that there is no space for youth to congregate and engage in healthy, productive activities.<sup>5</sup> Incorporating a youth space into the center would greatly benefit youth programming and address young people's desire for their own space.

The community has expressed, through numerous meetings and feedback sessions, desire for the following facility functions:

- Auditorium
- Garden and outdoor spaces
- Playground for kids
- Central welcoming and information area
- Area for wireless internet access
- Quiet corner for individuals and small groups
- Studio space for dance rehearsals
- Recording facilities for audio and digital arts
- Musical rehearsal space
- Classrooms for learning opportunities
- Gallery space for exhibitions
- Communal kitchen
- Youth lounge/space

<sup>5</sup> Evergreen High School student questionnaires, 5/4/07



Source: University of Washington UDP

Figure 14: St. James Church and Education Building



Programming at the St. James Center should reflect the strengths of the White Center community. A multi-cultural focus will distinguish St. James from cultural facilities in neighboring communities, including the Youngstown Arts Center in West Seattle, which focuses on American arts programming. White Center community members have suggested a wide variety of programs for youth and adults. See Chart 1 for a partial list of such programs.

The center could temporarily house the community co-operative art gallery, until a permanent home is located for a gallery in downtown White Center. In addition to community celebrations and performances, the auditorium at St. James could be rented out for private events and parties. Finally, the cultural center could partner with the many festivals in White Center to serve as a staging area, or a performance and practice space for festival performers.

Community members expressed desire for economic development programs and resources, such as a community kitchen, training in small business entrepreneurialism, and the establishment of a trade cooperative. These elements are addressed in more detail in the International Marketplace section of this element. Because the International Marketplace and the St. James Cultural center are closely related, the community should explore their development in conjunction with one another.

#### **Project 1.6.1: Perform a feasibility study**

At a Making Connections Strong Family Workgroup Meeting in April 2007, participants identified a feasibility study by DNDA as the next step in developing the cultural center. DNDA will evaluate various redevelopment scenarios with the goal of creating a center that is functional and sustainable.

The cultural center should include a mix of tenants providing art and cultural programming and social services. There is concern in the community that a high concentration of social services would not allow the center to function fully as a cultural center. Others suggest that the community would benefit from social services offered in a cultural context. By incorporating a thoughtful mix of social services and arts and cultural organizations, St. James can provide necessary services, maintain a strong operating budget, and provide a cultural anchor for immigrant communities in White Center.

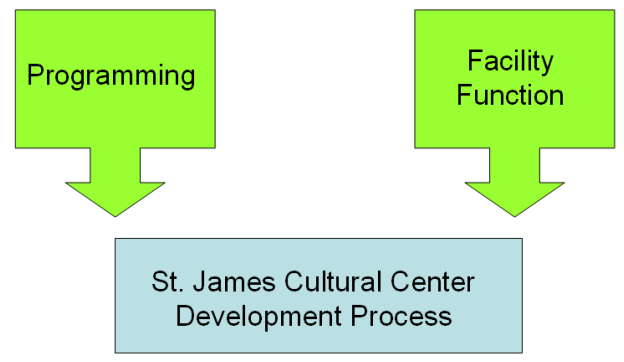


Figure 15: Development of the St. James Cultural Center



Source: [www.co.okaloosa.fl.us/parks/Bud\\_Day\\_Park.html](http://www.co.okaloosa.fl.us/parks/Bud_Day_Park.html)

Figure 16: An example of a playground for children



Source: University of Washington UDP

Figure 17: A space in the St. James church for small gatherings

### Potential Partners

City of Seattle Department of Neighborhoods  
City of Seattle Office of Economic  
Development  
White Center Arts Alliance

### Potential Funding

Potential funding sources for arts and cultural  
projects include:

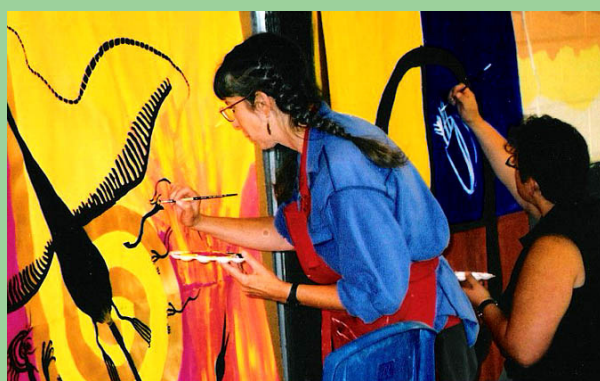
4Culture,  
Paul G. Allen Family Foundation,  
Artist Trust,  
Bank of America Foundation,  
Boeing Company,  
City of Seattle Block Grant funds, Department  
of Neighborhood Funds, Arts & Cultural Affairs  
smART ventures funds, or Youth Art cultural  
investment);  
Impact Capital  
Mustard Seed  
Nesholm Foundation  
Norcliffe Foundation  
Satterberg Foundation  
The Seattle Foundation  
United Methodist Women's Call to Prayer  
Washington Mutual Foundation  
Washington State Arts Commission  
Wheat Ridge Ministries





Table 1: Community Programming Activities for the St. James Cultural Center

| Performing Arts                                       | Visual Arts  | Cultural Programs                         | Social Services and Training Programs   | Healing and Wellness                 |
|---|--|---|---|--------------------------------------|
| Multicultural dance programs                          | International Film Series                            | International cooking classes             | ESL programs  | Health Clinics                       |
| Music instruction in different world music traditions | Classes in Traditional art: Cambodian, African, etc. | Sports programs; soccer, basketball, etc. | Life skills classes for recent immigrants; study sessions for driving test, citizenship exams, etc. | Healing arts from different cultures |
| Multicultural Theater Arts                            | Gallery Space for Exhibitions                        | Language learning programs                | Employment center   | Reflection space                     |
| Poetry and Literature readings                        | Weaving/ Textile Arts; Hmong, Cambodian, etc.        | General Lectures                          | Apprenticeship opportunities for building renovation and maintenance                                | Yoga Classes                         |
| Storytelling  | Cambodian Museum                                     | Dance and Socials                         | Mentorship programs   | Community Gardening                  |
| Youth Media Institute                                 | After School Arts programs                           |   | Child Care  |                                      |



Sources: [www.creativejuicesarts.com/painting.htm](http://www.creativejuicesarts.com/painting.htm)

Figure 18: Examples of Drama and Artistic Cultural Activities

## GOAL 2: Expand Community Commerce

Community commerce will enhance civic capacity in White Center by creating local jobs, strengthening the local economy, and enhancing White Center's image and sense of identity. This section outlines two plans for developing community commerce that fit well in White Center – the establishment of a community garden network, and the development of a co-operative international marketplace.

### Objective 2.1: Create a co-operative international marketplace

White Center community members support a co-operatively owned, internationally-themed marketplace because it is a nexus of food and culture, two of White Center's strongest assets.<sup>6</sup> An international marketplace would highlight White Center's artists and craftspeople, connect them all in one place, and channel their talents into viable commerce. An international market can also be a helpful tool for strengthening community fabric. The vibrant combination of foods and crafts from around the world would provide an informal context for people from different ethnicities to meet, mingle, and share culture, helping White Center residents meet their desire for more community cohesion.<sup>7</sup>

The Minneapolis Mercado Central, a Latino market, is a popular place for this kind of cultural exchange. People from other neighborhoods and ethnicities regularly visit the Mercado Central to experience authentic Latino culture. In addition to its stalls with food and crafts, the market also hosts public events such as dances, concerts, and festivals. The Mercado Central provides opportunities for cross-cultural interaction and

showcases successful Latino businesses. It has become a regionally-recognized destination, and contributed immensely to the identity of the neighborhood in which it is located. An international marketplace in White Center would similarly enhance White Center by creating a regional destination that showcases the community's multi-cultural assets.

In addition to promoting a positive identity for White Center, an international marketplace could increase civic engagement by serving as an outlet for community resources. The Minneapolis Mercado Central, for example, regularly hosts public forums of particular interest to immigrant communities. It also serves as a distribution point for voter education materials and immigration information. White Center's international market could incorporate similar events, classes, and workshops for recent immigrants. In one outreach meeting, White Center residents mentioned that the communal nature of workshops provide an atmosphere in which recent immigrants feel more at ease.<sup>8</sup>

Because the co-operative marketplace would provide opportunities for new entrepreneurs to launch businesses at a very low cost, and because many of White Center's residents come to White Center from countries where small-scale entrepreneurialism is an integral part of the culture, it would be an accessible and culturally-relevant model for White Center residents. Also, the less competitive, co-operative model is appealing to people who come from countries with more communal business traditions.<sup>9</sup>

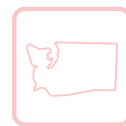
Finally, an international market could strengthen the neighborhood's local economy. The market could serve as a small business incubator where new small-scale businesses are nurtured and

<sup>6</sup> Comments made in Arts Alliance meeting, 5/9/07.

<sup>7</sup> The desire for more community cohesion was expressed by community members at nearly every outreach session. It was emphasized in the February community meeting, at the Trusted Advocates feedback session, at an Arts Alliance meeting, and by numerous individuals in one-on-one interviews.

<sup>8</sup> Trusted Advocates feedback session, 5/7/07.

<sup>9</sup> These sentiments were expressed at the Trusted Advocates meeting, 5/7/07.





provided the resources and services needed to flourish. As businesses in the marketplace expand, they would be encouraged to relocate to larger storefronts in the neighborhood, keeping retail local, providing new opportunities for local employment, and creating a safer and more vibrant downtown. New businesses would then be recruited to join the co-operative.

### **The International Marketplace: Implementation**

#### **Project 2.1.1: Conduct a community talent inventory**

A talent inventory<sup>10</sup> would identify what businesses could participate in the international marketplace by asking community members what kinds of skills they have, whether they would be interested in developing their skills into a business, and if they are comfortable teaching their skills to other people. This is a critical step in development because it addresses the question of whether or not the community has sufficient interest and resources to launch an international marketplace. It should happen before or concurrently with a feasibility study.

Another potential use of the community talent inventory is to identify potential social networks in White Center. In Minneapolis, a large part of the market's success is attributable to the strength of the community's faith-based networks. The vision for the Mercado Central developed organically out of the faith community's organizing efforts. Although White Center's network of activists is growing rapidly, organizing is a relatively new phenomenon in the community. Fostering a cohesive, resilient, wide-reaching network is a long-term process. The community organizing work in which the Trusted Advocates and the WCCDA are engaged is critical to the development of a successful international marketplace.

#### **Potential Partners**

WCCDA  
Trusted Advocates  
White Center Arts Alliance

#### **Potential Funding**

Cost of a talent inventory would be minimal, other than donated time



Figure 19: Scenes from the Mercado Central in Minneapolis, MN.

<sup>10</sup> A copy of the talent inventory used in the development of the Mercado Central is included in the Appendix....

### Project 2.1.2: Fund a feasibility study

Launching a co-operatively owned international marketplace is a complex undertaking that will require substantial financial and human resources. A feasibility study would evaluate how three simultaneous processes could be implemented in White Center: locating and securing a physical space, developing the project as a business entity, and developing the co-operative entity.<sup>11</sup> Throughout each of these processes, financial resources need to be explored and the role of consultants should be evaluated.

### Feasibility: Co-operative development

A well-developed model creates a collaborative, nurturing business environment. The co-operative will need a board, elected from its members, to handle matters such as facilities management, promotion of the market, and membership. Training requirements of co-operative members are also an important consideration, as are the types of services to be offered to members. In the Mercado Central model, member vendors have access to many support services, including legal assistance, business planning, marketing, and bookkeeping. Furthermore, all vendors are required to join

the co-op and undergo entrepreneurship and community organizing training. This program has been effective in training successful entrepreneurs and community leaders; one former board president of the Mercado Central was asked to join the Minnesota Governor's taskforce on small business development.<sup>12</sup> In White Center, this combination of entrepreneurial and community organizing training could be effective in developing community leadership, especially among immigrant populations. White Center would also benefit from an outside co-operative consultant to provide advice about elements of a cooperative structure that would best suit White Center. These consultants could remain involved with the project even after it becomes fully operational to provide additional advice and mentorship.<sup>13</sup>

Another important element in developing the co-operative model is securing funding in the form of small business loans for vendors. These loans would be used to help launch new businesses or improve existing businesses. Funding sources for small business loans should be explored in a feasibility study.

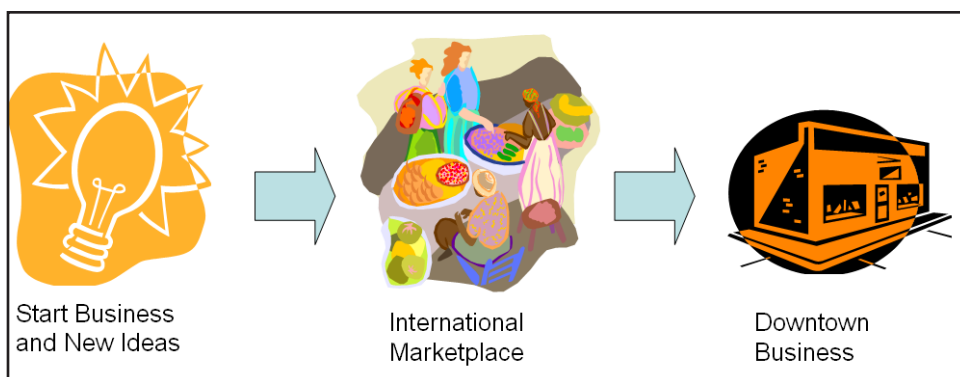
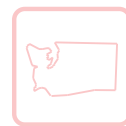


Figure 20: Process to start new business through International Market Place.

<sup>11</sup> These three processes were simultaneously carried out in the development of the Mercado Central.

<sup>12</sup> Reported in the guide for the Mercado Central.

<sup>13</sup> The Mercado Central employed multiple co-operative consultants who helped define the co-operative structure.



### Feasibility: Selecting and funding a physical location

The size, building features, and location will help define what types of activities take place at the market. A large (at least 20,000 square feet), highly visible location in or near the downtown area, with adequate parking and ample foot traffic, would be ideal. There is some debate about the advantages of co-locating the marketplace with the St. James Cultural center versus siting it at an independent location downtown. The feasibility study should explore the benefits and challenges of each of these alternatives.

Inside, the market should have enough space to provide small bays for 20 to 30 vendors and a communal commercial kitchen. The space also needs a dining area large enough to accommodate market patrons. The market also could have a space for assembly and performance, as well as smaller meeting spaces.

Rather than develop a new building in White Center, it may be more cost effective to renovate or remodel an existing building. Space acquisition is the most costly element of developing the international market. In developing the Mercado Central, the Minneapolis Neighborhood Development Center partnered with two local non-profit community development corporations. These groups handled financing for the purchase and renovation of a property. This allowed the project to move forward despite its status as a high-risk investment, according to traditional financial institutions. One of the community development corporations retained building ownership, with the co-operative holding an option to buy the building sometime in the future. In White Center, the Community Development Association could emulate this model by partnering with another local community development corporation, such as the Delridge Neighborhoods Development Association.

### Feasibility: Developing a business model

The feasibility study can help determine the optimum mix of products and services required to attract high levels of customer traffic. In White Center, residents can be surveyed to determine what kinds of products they would like to see, which would determine the types of businesses targeted for priority recruitment.

One of the keys to a successful international market is developing the optimum mix of products and services for attracting high volumes of customers. In White Center, businesses should be geared towards neighborhood residents and also appeal to customers from around the region. The marketplace should reflect the diverse ethnicities

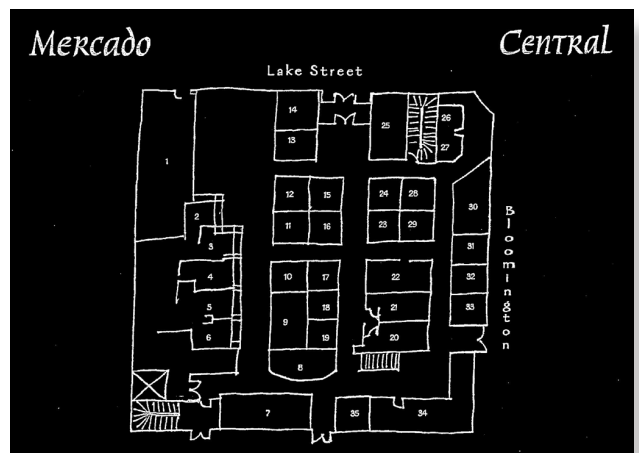


Figure 21: Floor Plan of the Mercado Central in Minneapolis, MN

#### Mix of products and vendors in Minneapolis' Mercado Central

Artisans—cultural crafts/ handiwork/ art, etc.  
 Imported goods  
 Restaurants and Cafes  
 Fresh Foods  
 Clothing and Jewelry  
 Books and Music  
 Specialty Shops  
 Services—money transfer, package delivery,  
 passenger and cargo transport, etc.

represented in the White Center community. The marketplace can also incorporate some established businesses as a strategy to bring in existing customers. A feasibility study should explore all of these considerations.

The business model for the international market should include a plan for facilities management and operation. A full time market manager should be employed to handle security and facilities management. The rent paid by co-op members should cover the building operating expenses as well as costs of co-op provided services.

#### Potential Partners

White Center Community Development Association  
Delridge Neighborhoods Development Association  
St. James Cultural Center Steering Committee  
Trusted Advocates  
White Center Arts Alliance  
UW Business School

#### Potential Funding

Ford Foundation  
Tides Foundation  
Community Land Trust

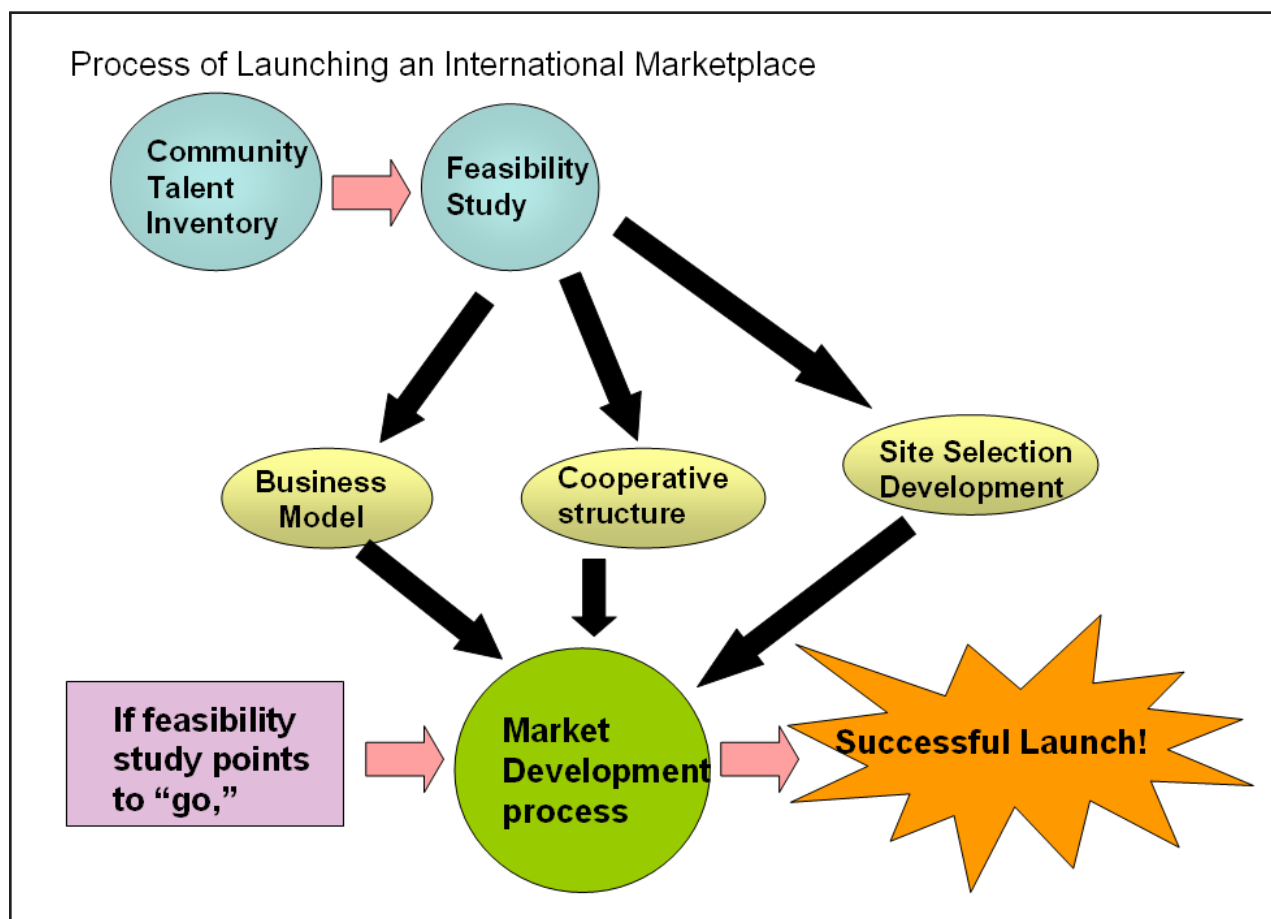
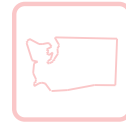


Figure22: International Marketplace Development Process



**Project 2.1.3: Engage in further community visioning exercises**

The international marketplace should complement resources at the St. James cultural center. Because these projects are both large in scale and will require substantial amounts of funding and community support, it is important that they are developed as two components of one unified vision for White Center. Ideally, each project would benefit the community in complementary yet distinct ways. The community leaders developing the St. James cultural center and the international marketplace should work together to create a cohesive vision for the two projects.

**Potential Partners**

WCCDA  
Trusted Advocates  
St. James Cultural Center  
White Center Arts Alliance

**Potential Funding**

Cost of these meetings should be minimal

**Project 2.1.4: Experiment with an outdoor public market**

A short-term option for enhancing local commerce in White Center is the creation of a regularly occurring outdoor public market. A once-per-month or once-per-week market would provide many of the same benefits as a permanent international marketplace. It could be a place for the community to gather informally in an inviting atmosphere of street musicians, food vendors, and goods to purchase. The market would provide local residents an opportunity to experiment with entrepreneurialism at a low cost. Once established, it could draw people from nearby communities and test demand for a permanent international marketplace. The public market would also create a recruiting pool for international marketplace vendors.

There is widespread support for an outdoor public market in White Center.<sup>14</sup> An earlier farmers' market, though unsuccessful financially, was very popular with residents because it provided a place for people to socialize and mingle. A public market would not provide direct competition with White Center grocers, which was a problem with the last farmers' market. Also, the new Greenbridge development is bringing an influx of new residents to White Center, which could translate to an influx of new customers for an outdoor public market.

**Location**

Choosing an appropriate location is the most important strategy for ensuring the market's success. For past farmers' markets, a street was shut down in the downtown area, which brought an influx of business into nearby stores. Alternately, the new plaza at Greenbridge could be a suitable place for the market, as it would take advantage of the foot traffic at Greenbridge. Another suggestion, which arose out of the community, was to have an evening outdoor market, which could also enhance public safety by increasing nighttime pedestrian activity.<sup>15</sup>

**Mix of products and vendors**

As with the international market, the mix of



Source: University of Washington UDP; [www.thestranger.com](http://www.thestranger.com)

Figure 23: Scene from the Fremont Sunday Market.

<sup>14</sup> Trusted Advocates Meeting, Arts Alliance Meeting

<sup>15</sup> Arts Alliance meeting, 5/8/07

### Vending Categories at the Fremont Sunday Market

Artisan art and crafts  
Flea market antiques  
Bygones  
Collectibles  
World imports  
Garage sale goodies  
Entrepreneurial products  
Food vendors



Source: Downloaded from [eternity8.sempai.org/travel/vanseapics3.php](http://eternity8.sempai.org/travel/vanseapics3.php)

Figure 33: Danny Woo Community Garden.

vendors and products for the public market is a primary consideration. If the market is held downtown, care must be taken to choose a mix that complements, rather than competes with established downtown businesses. One strategy to address this is to create market categories and put limits on the number of vendors in each category.

To ensure a mix of high-quality, family-friendly products, the market can restrict undesirable businesses such as franchises, weapons, pornography, racist material, and live animals. Another key strategy to attract quality vendors is to provide marketing benefits for vendors who become market members.

### Potential Partners

WCCDA  
White Center Arts Alliance  
St. James Cultural Center  
Delridge Neighborhoods Development Association

### Potential Funding

Ford Foundation  
Tides Foundation

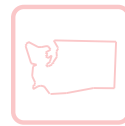
### Objective 2.2: Create a neighborhood-wide community garden network

Community gardens encourage interaction between residents with a common interest in gardening. They also could enhance White Center by creating visually appealing green space. If food is sold for profit, community gardens can play an important role in strengthening local economy.

White Center is benefiting from new community gardening plots and gardening resources in multiple locations. The Starbucks Extreme Park Makeover at White Center Heights Park will create 15 new raised plots. The Food Bank is installing a new community garden space and the Greenbridge will incorporate community garden space. The YWCA Community center at Greenbridge will also house a Washington State University (WSU) Agricultural Extension office that provides services necessary to get a White Center Community Gardening program up and running.

### Project 2.2.1: Develop a community garden plan

A community garden plan should address whether the food will be grown for sale or





strictly for personal consumption and donations. In an effort to foster a collaborative spirit and encourage the exchange and donation of local goods, the Seattle P-Patch program prohibits the selling of produce. However, the sale of produce is an attractive opportunity to foster small scale economic development. For the short term, small-scale sale of produce grown on an individual basis may not pose much of a regulatory challenge, depending upon the legality of selling food for profit grown on King County property. As garden plots become more ubiquitous in the community, this policy will need to be defined. Ideally, a neighborhood-wide gardening plan would designate specific sites for economic and non-economic use.

Locally-grown food can be an economically viable commodity and its production can create sustainable jobs for people in White Center. Seattle Market Gardens, a program administered by the Seattle P-Patch Foundation, is a model in community supported agriculture (CSA). The project partners in-city farmers with consumers who buy a share of the co-operative in return for weekly deliveries of produce. The gardens, located throughout Seattle and administered by the P-Patch Foundation, are farmed by residents, mostly recent immigrants, who garden organically. Though the gardens are small in size (most between 2,000 and 6,000 square feet), they yield high enough produce levels to provide 100 CSA shares per year.<sup>16</sup> In addition to providing sufficient food for CSA shares, the gardens provide food for farmers' families and friends, promote a sense of community, and can provide healing for those who have experienced loss and the stresses of war in other countries. The organization also features employees on its website, giving a face and a voice to the food grower and also to the immigrant, breaking negative stereotypes of immigrant communities.

<sup>16</sup> Facts listed on [www.seattlemarketgardens.org](http://www.seattlemarketgardens.org)

This model is compelling for White Center because of its emphasis on employing the skills of recent immigrants. A community gardens program in White Center could provide produce for the international market. The program could also launch a CSA program, and could sell food through the already well-established network of food stores in White Center. The sale of local foods in local venues could launch a successful "Grown in White Center" brand that encourages residents to eat local organic produce.

Another successful program in Seattle is the Seattle Youth Garden Works program, which provides farming employment for homeless and under-served youth in Seattle. The program is for youth ages 14-22 in the University District and South Park neighborhoods, and markets their food through farmers' markets. This could be a potential youth engagement model for White Center.<sup>17</sup>

Finally, the Danny Woo Community Garden in Seattle's International District serves low-income seniors by providing food and gardening opportunities. This garden is privately owned by the Inter\*Im Community Development Association, which allows farmers to market crops as they see fit.<sup>18</sup> The garden also hosts community celebrations. This model is also fitting for the White Center Community.

### Potential Partners

Seattle Market Gardens  
Seattle Youth Garden Works  
WSU Cooperative Extension  
WCCDA  
Greenbridge Community Gardens

### Potential Funding

Revenue through a CSA  
Revenue through the sale of a CSA  
Community Land Trust

<sup>17</sup> For more information, see the Seattle Youth Garden Works website, [www.sygw.org](http://www.sygw.org)

<sup>18</sup> Email conversation with Jennifer Brower, 5/17 /07.

### Project 2.2.2: Develop a plan for managing new community garden space at White Center Heights Park

An immediate objective of the WCCDA is to develop a community garden program at White Center Heights Park. Since construction for the new garden plots has already begun, the next step is to attract potential farmers. The WCCDA can promote these garden spaces at community events, by posting fliers, and via existing community networks. A lottery system could be established to award plots.

The WCCDA could charge a nominal fee for operating support. The Seattle P-Patch charges a gardening fee. Fee structure is as follows:

| P Patch Garden Fee Schedule |                 |
|-----------------------------|-----------------|
| 10 x 10 (100 square feet)   | \$34 annual fee |
| 10 x 20 (200 square feet)   | \$45 annual fee |
| 10 x 40 (400 square feet)   | \$67 annual fee |

As funds become available, plot fee assistance should be provided to qualifying community gardeners. In addition to paying an annual gardening fee, garden members should be accountable for the care of their individual plots. Members should also contribute a minimum amount of time per year to maintaining the common areas of the garden. Guidelines should be written which outline the materials that will be provided by the WCCDA, and what materials gardeners are expected to provide. The Seattle P-Patch program provides organic fertilizer, water, hoses, and tools as benefits of joining a community garden. Members are expected to provide seeds, soil amendments (such as compost and mulch), and any tools beyond those provided by the WCCDA.

Gardening standards also need to be established and enforced. In Seattle, the P-patch program

requires that only organic gardening methods be used. Organic food is free from pesticide residue and petroleum based fertilizers and is thought to be much better for human and environmental health than conventionally-grown food. If necessary, an organic gardening consultant can be hired or brought in from the WSU Cooperative Extension office to teach community gardeners standard organic gardening techniques. Also, members of the White Center immigrant community may have brought knowledge of sustainable food growing methods with them from their countries of origin. Exchange of this knowledge should be supported through community based garden workshops. Once the garden is thriving, a harvest celebration, such as a banquet or garden party, would be a visible way to celebrate the presence of local food production in White Center.

#### Potential Partners

WCCDA

WSU Cooperative Extension



**Project 2.2.3: Select and acquire new community garden space for future gardens**

Sites for community gardening need not be large. A 2,000 square foot site with ample sun and reasonably flat terrain is adequate for community gardening. Vacant or run-down buildings, under-utilized parking lots, and lot fragments are all good locations for community gardens. Potential sites should be tested for soil contamination. If lead contamination is a problem, raised beds may be a good remedy.<sup>19</sup>

Funding for new community garden space can be secured through numerous grant programs, as well as through land trusts and community development associations.

**Potential Partners**

Seattle Market Gardens  
Seattle Youth Garden Works  
WSU Cooperative Extension  
WCCDA  
Greenbridge Community Garden

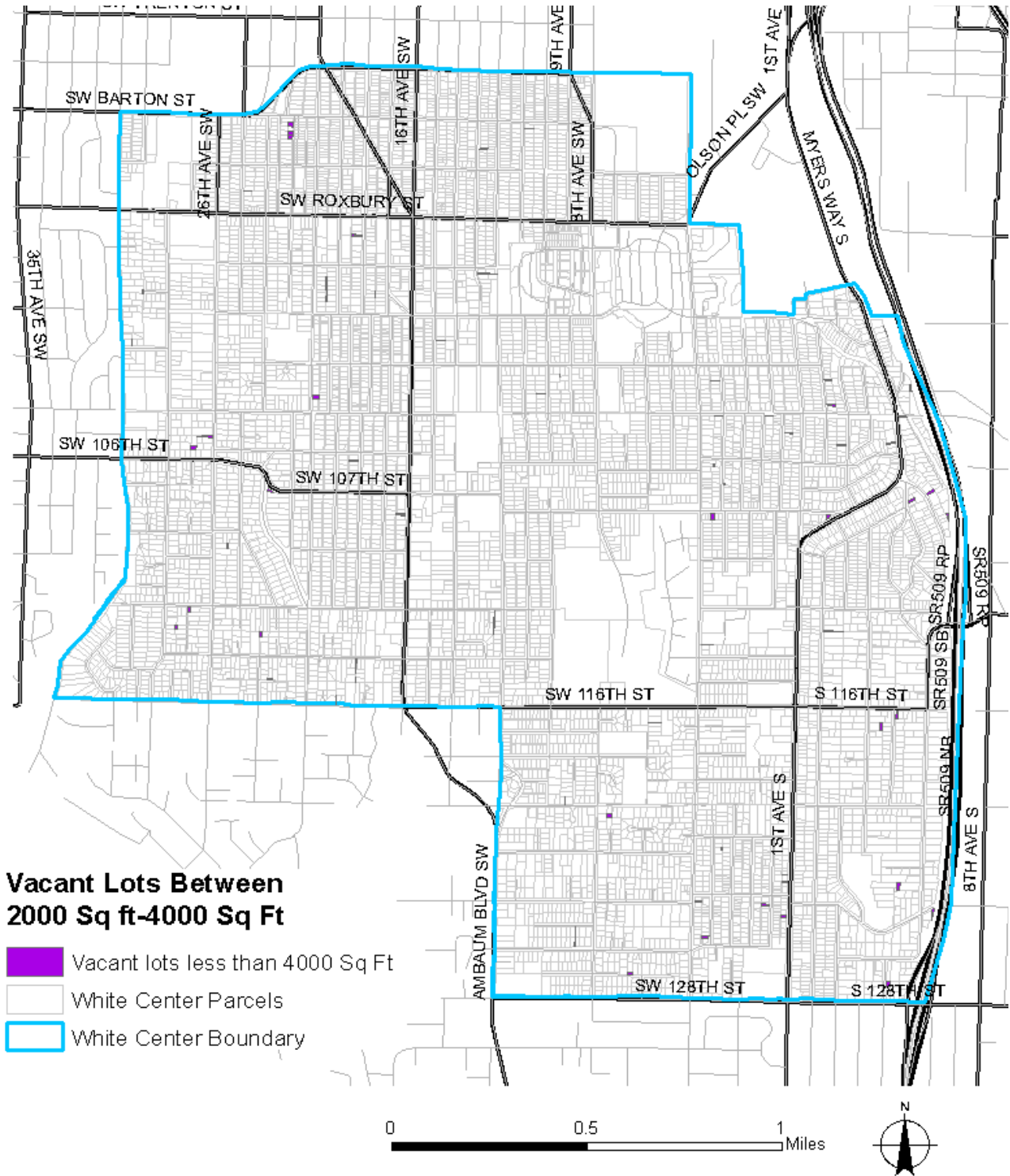
**Potential Funding**

Community Land Trust

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<sup>19</sup> P-Patch hotline or WSU Extension may be consulted for further advice about lead contamination.

**Map 3: Potential Sites for Future Community Gardens**



**GOAL 3: Community Empowerment**

White Center is home to low-income and minority groups that have been historically underrepresented in communal decision-making processes. The White Center community has seen public safety improvement in recent years, with less prostitution, drugs, and gang problems. While these changes are resulting in positive growth, community members have expressed concern that gentrification will displace current neighborhood residents. An important means to mitigate this displacement is to educate and empower community members to become involved in local political processes.

Community organizing strategies are beyond the scope of traditional neighborhood planning processes, but they are critical elements of community development. Two important community empowerment needs in White Center are strengthening the existing community network, and ensuring that emerging leadership in White Center fully represents the community. These needs are addressed in appendices by white papers prepared by University of Washington masters of social work students. Appendix 5.1 outlines a strategy for community networking, particularly in White Center's faith-based communities. Appendix 5.1 makes recommendations about the transition of leadership after the Annie E. Casey Foundation program comes to an end. This section addresses one of the most basic elements of community empowerment: voter turnout.

**Objective 3.1: Increase voter turnout**

Voter registration and turnout are important functions of civic capacity. Voting is an act of citizenship. Many residents would benefit from strong local political representation. Also, because White Center will be annexed to either Burien or Seattle, it is critical that residents are empowered to vote on this matter.

Because White Center welcomes many immigrants from diverse countries, voter outreach and education should focus on new American citizens, as well as communities of color and language minorities. Given the community's commitment to its youth, a focus on youth voting also is highly appropriate. Finally, because many members of the White Center community are economically disadvantaged, it is important to focus voter turnout efforts on low-income community members.

**Project 3.1.1: Establish a network of existing non-profit organizations to engage in voter outreach**

An effective strategy for reaching voters is to establish a network of existing non-profit organizations and encourage these groups to incorporate voter registration and education into their work. Non-profits are well-suited to engage in voter outreach in White Center for several reasons. First, they have established networks which can be effective voter outreach channels. Second, much non-profit work is well-complemented by voter engagement strategies. Third, non-profits have the credibility and respect necessary to reach out to disengaged voters and encourage them to vote.<sup>20</sup>

By combining the power of non-profits into a single voter empowerment network, White Center could have great success in registering and turning out new voters. Massachusetts Voter Outreach, Training, and Education Project (MassVOTE), an organization focused on minority voter turnout, is an example of an effective non-profit voting education network. Between the 1998 and 2002 midterm elections, BostonVOTE, MassVOTE's largest chapter, partnered with the Chinese Progressive Association and other non-profits to

20 Nonprofits, Voting and Elections: A Guide for 501c3 Organizations on Non Partisan Voter Participation and Education. Published by the Center for Nonprofits and Voting and available for free download at

[www.nonprofitvote.org](http://www.nonprofitvote.org)



employ many of the voter education techniques described above. Realizing that many non-profit staff people were too busy to launch their own voter initiatives, BostonVOTE provided literature and voter education kits to over 125 non-profits in the city. These non-profits then worked with their constituents to get new voters to the polls. Their efforts brought about a 70% increase in voter turnout in the Chinatown neighborhood of Boston.

### **Project 3.1.2: Increase voter registration efforts**

White Center non-profits should be encouraged to incorporate voter registration into their activities and programming. The WCCDA already has voter registration forms available, but these efforts can be increased. For example, staff, board, and volunteers can easily be registered, and having registration forms available at events and meetings in multiple languages can also increase voter registration. At clinics and other non-profits in White Center that utilize an intake process, clients can be registered as part of the process. Voter registration forms should be available at all non-profits in multiple languages, with signs saying “register to vote here” posted. Voter registration forms could also be available at favorite community gathering places, such as Café Rozella or the St. James cultural center. Finally, voters can be registered at community events such as White Center Music Nights and the Sound-Bite Festival. These events are also ideal places to register young voters. Finally, voter registration efforts should encourage absentee voting, because it is a more convenient form of voting and absentee voters are more likely to vote than poll voters.<sup>21</sup>

### **Project 3.1.3: Implement a voter education program**

Voter registration is only the first step in successful voter turnout. Low-income citizens do not vote at the same rates as other citizens. The Statewide Poverty Action Network (SPAN) voter campaign works to encourage low-income people to engage in the electoral process. In 2004, SPAN launched a voter outreach project that increased voter participation by 16% among people with lower incomes.<sup>22</sup>

SPAN and BostonVOTES promote and advertise dates of elections and registration deadlines, display sample ballots before an election, and encourage constituents to volunteer at the polls on Election Day. Lessons about the importance of voting, as well as the mechanics of voting, can be incorporated into education classes for new citizens and high school civics classes. In White Center, trainings for how to vote could be held at the St. James cultural center or at the international marketplace.

SPAN’s 2006 new voter initiative worked directly with low-income constituents to identify barriers to voting. The two concerns most consistently expressed by these constituents were that they did not believe their votes made a difference, and that they did not know enough about the issues and candidates to vote.<sup>23</sup> These attitudes towards voting can be addressed through education about the importance of voting, and about ballot measures, candidates, and issues.

Non-profit organizations with 501(c)(3) status can engage in voter education as long as the education is non-partisan. Voter forums would be an effective way for non-profits to educate voters and encourage candidates to address concerns of White Center residents. The WCCDA could host

<sup>22</sup> <http://www.povertyaction.org/priorities/voice.cfm> (accessed 5/5/07).

<sup>23</sup> Interview by Joel Sisolak with Julie Watts, former Advocacy Coordinator, Statewide Poverty Action Network, 5/5/07.

<sup>21</sup> [www.progressivevoterproject.org](http://www.progressivevoterproject.org).





a forum for candidates in local political races, or a forum with representatives advocating for different scenarios of the annexation process. The WCCDA could also publish and distribute non-partisan voter guides. Voter guides can be a one page description of candidates and ballot measures, or a candidate questionnaire, in which candidates answer specific questions about issues important to the White Center community. SPAN employed both of these techniques as a component of its 2004 voter initiative. The organization delivered a survey to candidates for office in the districts where SPAN was mobilizing voters. It asked three questions that were relevant to low income constituents. For example, “If elected, what would you do to increase access to health care?” Candidate responses were mailed to every household in the district. Candidates also were invited to participate in a community forum where community members themselves could directly ask questions.

**Project 3.1.4: Mobilize the non-profit voting network to get out the vote on election days**

Voter turnout strategies for White Center non-profits include encouraging voting by absentee ballot, offering rides to the polls, offering child care for people who are voting, sending postcards or voting pledge cards with election date reminders, sponsoring a voter information hotline, calling members to remind them to vote, and hosting parties and celebrations for people who do vote.

Before the 2004 Election, SPAN employed many of these techniques to increase voter turnout. In March and April 2004, SPAN brought hundreds of volunteers into low-income neighborhoods to knock on doors and ask residents to sign a pledge card to be delivered to Governor Gregoire that encouraged her “to make ending poverty a priority.” It also said, “I intend to vote” and was signed with the person’s name and phone

number. On the eve of the election, reminder literature was mailed or “door tags” delivered to encourage people to make good on their pledge to vote. Yard signs helped encourage residents to see voting as a community-supported event, and phone call reminders also helped get people to the polls. These efforts paid off; in the districts in which SPAN worked, the turnout for the 2004 election increased by 16% over 2000 election turnout rates.

**Project 3.1.5: Make voting and politics more celebratory**

Another key element of getting immigrant communities to vote is fostering a local political culture that reflects cultural traditions in home countries. In Puerto Rico, for example, Puerto Rican voting rights activist Aya de Leon explains that Election Day is a day of parties and celebration in which there is a sense of joy and connectedness. There are big parades, political “fans” with face paints and flags, and live music. These Election-Day parties provide a celebratory way for people to socialize and be together to celebrate the right to vote. In White Center, local restaurants and non-profits could work together to create an Election Day celebration, similar to other festivals in White Center. Café Rozella and other music venues could offer free live music, food, and drink to people who vote or pledge to vote, and non-profits could sponsor a rally with speakers who advocate voting.

| Project/Objective   | Civic Capacity Benefit* | Cost** | Timeline (in years) |              |             |
|---|-------------------------|--------|---------------------|--------------|-------------|
|   |                         |        | Short (0-2)         | Medium (3-5) | Long (6-10) |
| GOAL 1: FOSTER ARTS AND CULTURE IN WHITE CENTER   |                         |        |                     |              |             |
| Build the capacity of the White Center Arts Alliance  | SI, CE                  | \$\$   | x                   |              |             |
| Install art at nexus of Greenbridge property with SW 98 <sup>th</sup> Street                        | SI                      | \$\$   | x                   |              |             |
| Install mural at southeast corner of SW Roxbury St and 16 <sup>th</sup> Avenue SW                   | SI                      | \$     | x                   |              |             |
| Design wayfinding system  | SI, CF                  | \$\$   | x                   |              |             |
| Engage in a long-range public art planning process  | SI                      | \$\$   | x                   |              |             |
| Develop a strategy for marketing local artists to developers  | CF                      | \$     | x                   |              |             |
| Create walking map of public art, retail/restaurant zones, and historic and architectural landmarks | SI, CF                  | \$     |                     | x            |             |
| Expand arts and cultural programming for youth  | SI, CF, CE              | \$\$   | x                   |              |             |
| Support street fairs and festivals  | SI, CF                  | \$     | x                   |              |             |
| Develop a co-operative gallery space  | SI, CF, CE              | \$\$\$ |                     | x            |             |
| Develop St. James Cultural Center   | SI, CF, CE              | \$\$\$ |                     | x            |             |
| Develop live/work housing for artists   | CF, CE                  | \$\$   |                     |              | x           |
| GOAL 2: EXPAND COMMUNITY COMMERCE   |                         |        |                     |              |             |
| Create a co-operative international marketplace   | SI, CF, CE              | \$\$\$ |                     | x            |             |
| Develop an outdoor public market  | SI, CF, CE              | \$\$   | x                   |              |             |
| Create a neighborhood-wide community garden network   | SI, CF                  | \$\$\$ |                     |              | x           |
| Develop a plan for managing new community garden space at White Center Heights Park                 | SI, CF                  | \$     | x                   |              |             |
| GOAL 3: COMMUNITY EMPOWERMENT   |                         |        |                     |              |             |
| Establish a network of existing non-profit organizations to engage in voter outreach                | CF, CE                  | \$     | x                   |              |             |
| Increase voter registration efforts   | CE                      | \$     | x                   |              |             |
| Implement a voter education program   | CE                      | \$     | x                   |              |             |
| Create an Election Day celebration  | CF, CE                  | \$     | x                   |              |             |

\*Civic Capacity Benefits: SI=Promotes Sense of Identity, CF=Strengthens Community Fabric, CE=Empowers the White Center community

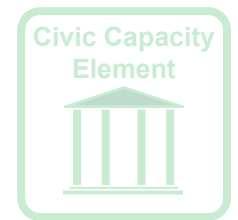
\*\*Cost: \$\$\$=expected cost is high, \$\$=expected cost is medium, \$=expected cost is low



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# Land Use Element





# 1.0 Element Summary

The land use element of the plan contains several components: a land use analysis that depicts current use and current zoning, a buildable lands analysis to determine vacant and redevelopable parcels to direct future development, and options that can be integrated into a future land use map. Finally, a recommendation and implementation step is offered at the conclusion of this section.

The land use analysis provides a review of existing land uses in White Center, with the goal to create a recommendation that will either alter or reinforce current land use patterns to best serve the community. The issue is not whether development will occur in White Center, but where it will occur. This analysis looks to past and present development patterns to determine alternative futures for the community. The current land use map shows present development patterns in White Center, specifically in regards to the location of residential, commercial, industrial, recreational, institutional, and religious uses parcels. The current zoning map outlines the most recent designations of residential, commercial, and industrial lands in White Center.

The Buildable Lands Analysis estimates the amount of growth that is likely to occur as a result of current land use and zoning. This information in turn can determine if White Center can accommodate its projected population growth. Secondly, this analysis can predict how and where development may or may not occur, which can further determine where infrastructure, such as streets and sewers, can be built to accommodate the projected development. The analysis can also influence development, such as rezoning areas where more development would be desirable. Finally, a buildable lands analysis can help a community understand the shape that the community will likely develop into if current trends continue. As a result, a community can better plan and influence its future, either by

preparing for the expected development, or by working to alter its direction into more desirable outcomes.

Current zoning, current use, and the Buildable Lands Analysis all lead to options for creating White Center's future land use map that takes into consideration projected population growth and development patterns. Proposed options include changing specific zoning codes, taking no action, creating multiple nodes, reinforcing existing auto-oriented commercial businesses along 16<sup>th</sup> Avenue Southwest from extension of the commercial zoning one block east and west, and creating a central commercial district between Park Lake Homes and 1<sup>st</sup> Avenue South within the Top Hat district (along Myers Way South).

Ultimately, this analysis recommends the *Multiple Nodes* option. This option organizes future residential and commercial development into three compact areas so that the total amount of commercial area would decrease to encourage healthy commercial centers by reducing the amount of underutilized and vacant commercial and retail spaces.

This recommendation can be implemented by building upon King County's overlays. Currently, King County uses a special overlay zone that covers much of the commercially zoned properties in White Center. The special overlay district offers some benefits to the parcels within it that are intended to encourage redevelopment or expansion of existing commercial buildings. Specific recommendations to change the code include reducing parking requirements, requiring a minimum amount of housing units for new development, and changing the boundaries of the overlay to only include the proposed nodes.





## 2.0 Introduction

### 2.1 Goals and Recommendations

The question is not whether development will occur in White Center, but where it will occur. This element reviews existing land uses in White Center and recommends altering or reinforcing current uses to best accommodate growth and serve the community. This element examines alternative futures for the community and offers a final recommendation.

Ultimately, this plan element recommends a *Multiple Nodes* option to encourage healthy commercial centers. This option organizes future residential and commercial development into three compact areas: 1) downtown, 2) SW 116<sup>th</sup> Street, and 3) the Top Hat neighborhood (along Myers Way South). These three areas are zoned for a higher concentration of commercial and residential uses. This plan recommends rezoning the surrounding commercially zoned properties to residential uses. This option decreases the total amount of commercial area by reducing the amount of underutilized and vacant commercial and retail spaces. See Map 1: Nodes.

The sections listed below and developed in this element provide an overview of current and future development patterns. This analysis resulted in the selection of The Multiple Nodes option.

- **Current Zoning:** Outlines the development of current zoning.
  - **Buildable Lands Analysis:** Estimates the amount of growth as a result of White Center's current land-use and zoning.
  - **Options:** Presents alternative land use and zoning options for the White Center community.
  - **Recommendation:** Makes a final recommendation for the future land use of White Center.
  - **Implementation:** Details how the final recommendation should be achieved.
- 
- **Background Description of Study Area:** Delineates geographic boundaries of study area; a synopsis of White Center's historical development to set the context for this analysis and explain how and why White Center developed into its present form.
  - **Current Land Use:** Analyzes the present development pattern in White Center in regards to the location of residential, commercial, industrial, recreational, institutional (i.e. government offices, community centers), and religious uses.



## 3.0 Background

### 3.1 Area of Study Description

The geographic boundaries of the land use study area are as follows:

- Western Border: 30<sup>th</sup> Avenue SW and Seola Beach Drive SW
- Northern Border: SW Barton Street and Place and SW Henderson Street
- Eastern Border: State Route 509, portions of 4<sup>th</sup> Avenue SW and 2<sup>nd</sup> Ave SW
- Southern Border: SW 128<sup>th</sup> Street, Ambaum Boulevard SW, and SW 11<sup>6th</sup> Street

### 3.2 Background

During World War I, an abundance of low-cost vacant land spurred growth in White Center. Business and commercial development concentrated along 16<sup>th</sup> Avenue SW, the midpoint destination for an electric streetcar connecting White Center to Burien, Seattle, and the adjacent shipyards and industrial areas. Throughout the 1920s, housing boomed in White Center along the streetcar route. The need for defense industry workers during World War II, coupled with White Center's convenient access to regional commercial and industrial areas, led to a second housing boom in the 1940s.<sup>1</sup> From 1936 to 1958, the number of lots in White Center increased from 58 to 263.<sup>2</sup> The construction and operation of State Road 509, a heavily used route adjacent to White Center, encouraged more development in the 1960s. Today, White Center is primarily a residential neighborhood that relies on both its small and adjacent large commercial areas for employment and commerce.<sup>3</sup>

<sup>1</sup> White Center Heights (later known as Park Lake Homes I) developed during the post WWII housing boom. Redevelopment of Park Lake Homes I to Greenbridge started in 2005, with an expected completion date of 2012.

<sup>2</sup> Cote, Katie. "The Rise of the Working Class Suburb: Settlement and Growth of White Center from Streetcar Town to Blue Collar Suburb 1910-1950." Seattle: University of Washington, 2007.

<sup>3</sup> An example includes the Westwood Center in West Seattle.

## 4.0 Current Land Use

White Center's current land use pattern is dominated by single-family residences. Multi-family residences and commercial development exist along arterial roads. 16<sup>th</sup> Avenue SW contains the majority of White Center's multi-family and commercial uses. Myers Way South, SW Roxbury Street, 17<sup>th</sup> Avenue SW, and 15<sup>th</sup> Avenue SW also contain concentrations of multi-family and commercial development. The pattern of confining multi-family and commercial development along arterial roads is typical of automobile-oriented communities (see Map 2: Current Land Use).

Two large multi-family developments, Greenbridge and Park Lake Homes II, are exceptions to this pattern.<sup>4</sup> The federal government built Park Lake Homes II during World War II as temporary housing for defense workers. Park Lake Homes II is comprised entirely of multi-family residences. Greenbridge is a redevelopment of similar housing (formerly Park Lake Homes I) into a mixed-use complex, which includes multi-family and commercial spaces.

Despite its historical reliance on industrial jobs, White Center contains only a few industrial firms confined to a small area alongside downtown.<sup>5</sup>

White Center has an even distribution of schools and parks.

<sup>4</sup> Greenbridge is located east of downtown, along 8<sup>th</sup> Avenue SW. Park Lake Homes is located along 4<sup>th</sup> Avenue SW between 108<sup>th</sup> Avenue SW and SW 116<sup>th</sup> Street.

<sup>5</sup> Between 17<sup>th</sup> Avenue SW and 14<sup>th</sup> Avenue Southwest and between SW 98<sup>th</sup> Street and SW 102<sup>nd</sup> Street.

## 5.0 Current Zoning

Since White Center is part of unincorporated King County, King County is responsible for zoning in White Center. Until 1994, King County based the zoning pattern in White Center primarily on the pre-existing land use pattern. Dominant land uses defined how areas should be zoned. For example, although 16th Avenue SW is primarily commercial, there are a few single-family residences. However, on the zoning map 16<sup>th</sup> Avenue is represented as a linear strip zoned for commercial use – single-family residential zoning is absent. A portion of White Center, north of SW Roxbury Street, is located within the City of Seattle. Generally, the residential zoning in this area is denser than most of White Center. Commercial zones line Delridge Way SW. The following buildable lands analysis and recommendations focus on the unincorporated portion of White Center due to the likelihood that King County will use the recommendations. Map 3 shows the current zoning for White Center.

Beginning in 1994, King County established an Economic Redevelopment Special District Overlay (ERSDO) in White Center – notably the only one of its kind in King County – to shape future land use rather than to preserve the status quo.<sup>6</sup> The overlay reflects the White Center community’s “strong desire to see development of vacant parcels and redevelopment of underutilized properties in the business areas.”<sup>7</sup>

The ERSDO provides two new zoning designations tailored for White Center that supersede existing zoning designations. The additional designations are the Community Business-Special Overlay (CB-SO) and the Industrial-Special Overlay (I-SO) zones. They include the commercial and industrial areas that span either side of 16<sup>th</sup> Avenue SW and the area along Myers Way South and 1<sup>st</sup> Avenue South.

6 See Glossary for more detailed information on history of ERSDO.  
7 King County (Washington). King County Code: 21A.38.090 Special District Overlay – Economic Redevelopment. [King County, WA] The County [2007].

The intention of the CB-SO is to provide incentives for economic redevelopment within its boundaries. These incentives include reduced parking, setback, and landscaping requirements; increased height limits for new structures; and waived exactions for roadway improvements. The CB-SO requires pedestrian-friendly amenities, such as stipulating that new buildings face pedestrian designated corridors.

The I-SO intends to preserve the limited industrial uses that exist in White Center. In 2005, King County rezoned nearly all of the industrially zoned land north of SW 100<sup>th</sup> Street to CB-SO, reflecting “the current uses of the parcels... to encourage redevelopment of vacant lots and underutilized properties.”<sup>8</sup> Today, the vast majority of White Center’s industrially zoned land is located within a two block area bordered by SW 100<sup>th</sup> and 102<sup>nd</sup> Streets and 13<sup>th</sup> and 15<sup>th</sup> Avenues SW.

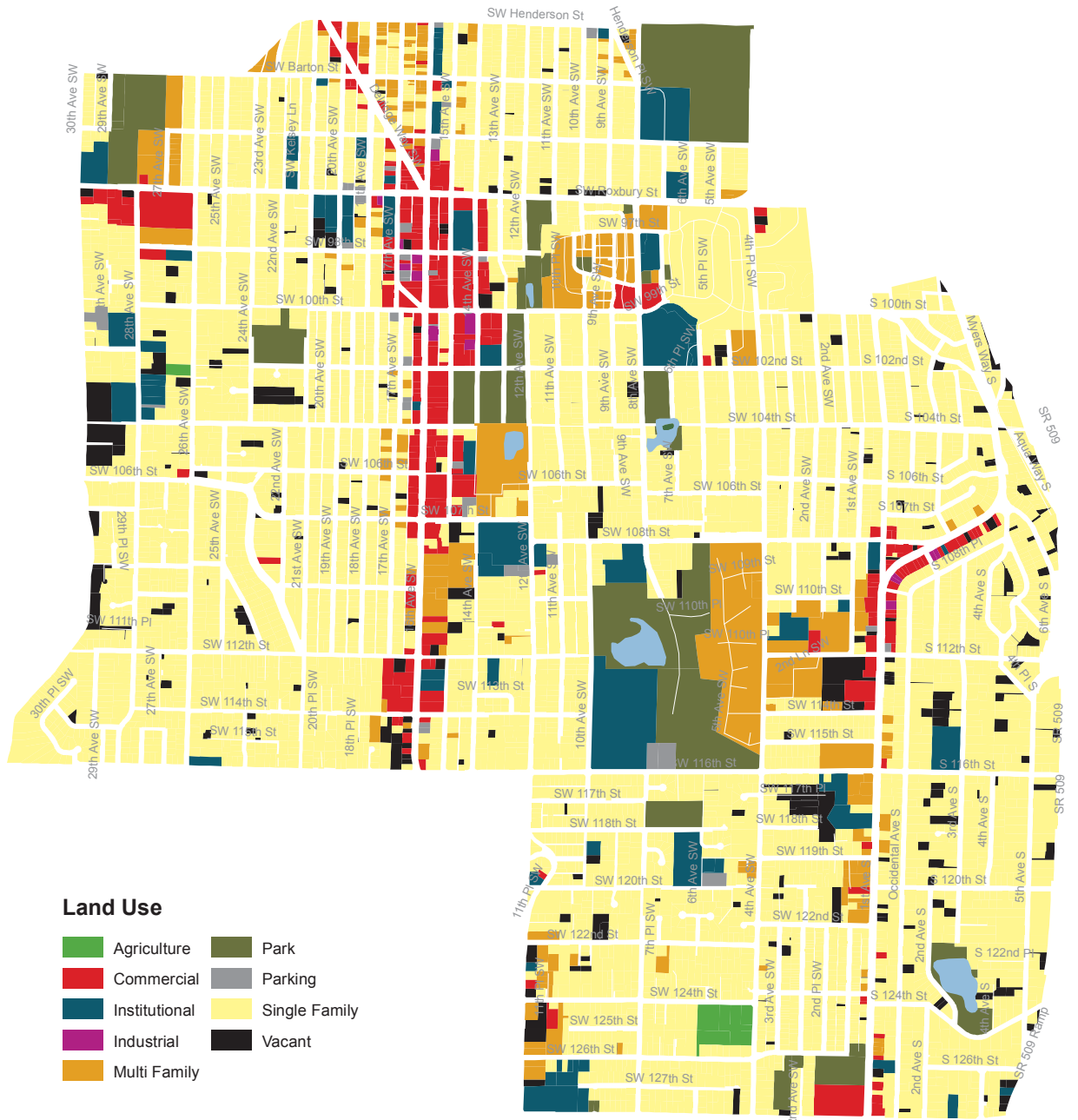
In 1994, King County designated Downtown White Center as an Unincorporated Activity Center (UAC) concurrent with the ERSDO. The UAC is a land use designation, as opposed to a zoning regulation, intended to complement the new zoning designations by focusing on downtown’s aesthetic qualities. It establishes design guidelines in the following areas:

- pedestrian and bicycle networks
- walkable business district
- off-street parking
- compact design with close grouping of compatible uses
- public art and spaces
- landscape screening
- sign regulations
- retention of established character

8 Department of Development and Environmental Services. “2005 King County Comprehensive Plan Update Area Zoning Study – Study Area: White Center.” 2005. 7 May 2007. <http://www.metrokc.gov/ddes/compplan/2005/Exec/WhiteCenterStudy-Exec05.pdf>.

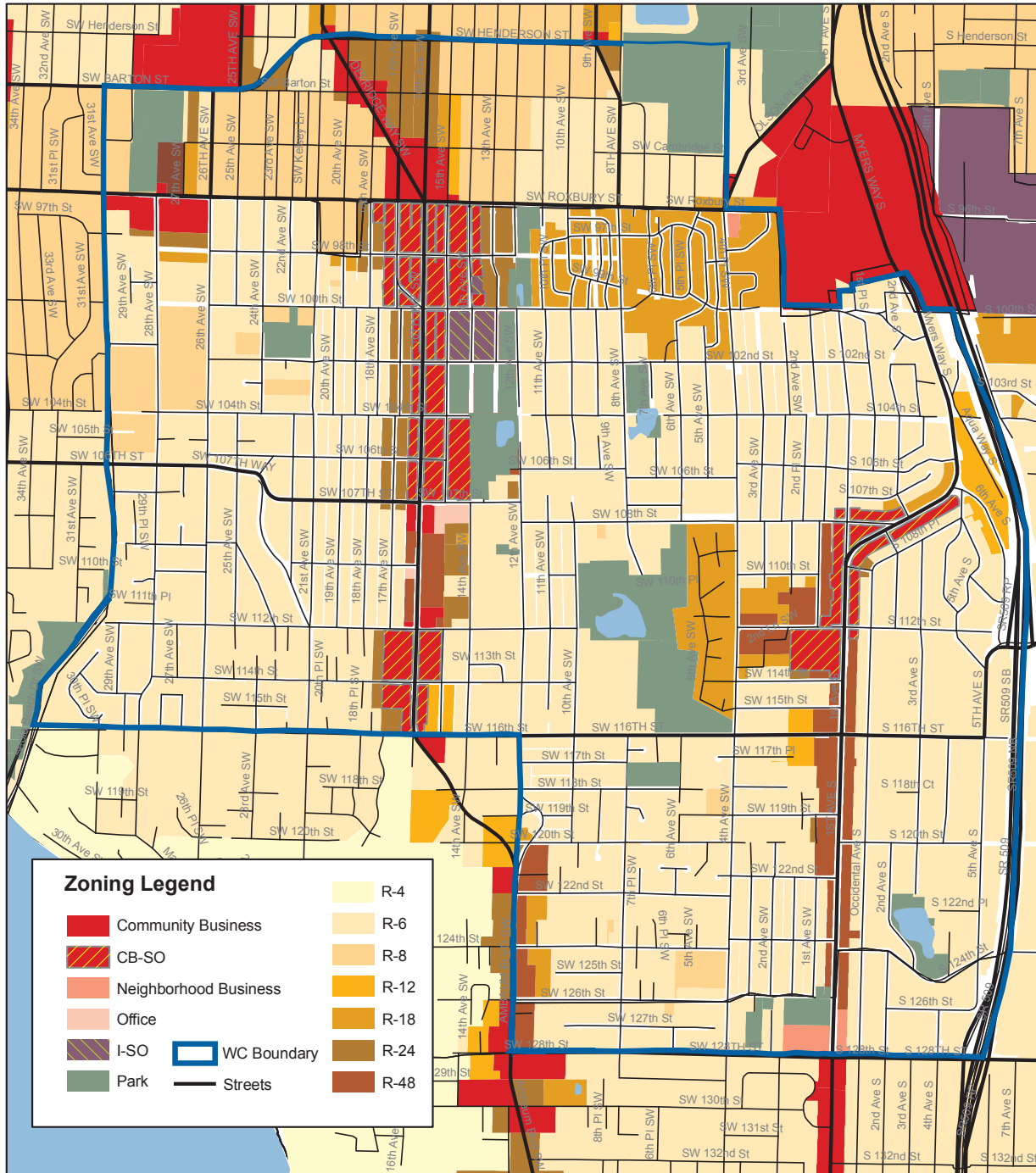


Map 2: Current Land Use





### Map 3: White Center Current Zoning



Source: King County, City of Seattle, City of Burien

0 0.25 0.5 Miles





## 6.0 Buildable Lands Analysis

The buildable lands analysis estimates how much development is likely to occur in White Center. Estimates are based on current development trends under existing zoning regulations, and the amount of vacant or underused land in White Center.<sup>9</sup>

A buildable lands analysis is important for three reasons. First, it helps to determine how much population growth can be accommodated in an area. Second, it predicts how and where development may or may not occur, and allows planning for necessary infrastructure, such as streets and sewers. Finally, a buildable lands analysis can help a community understand the future shape of the community based on current trends. With this information, a community can better plan and influence its future, either by preparing for the expected development, or by working to alter its direction toward more desirable patterns. See Appendices 6.3-6.9 for more details on the buildable lands analysis.

### 6.1 Residential

White Center can accommodate approximately 1,800 additional dwelling units for future residential development.<sup>10</sup> This number is based on the total amount of current vacant and redevelopable residential land and an examination of recent housing trends in White Center (see Appendix 6.3).

Currently, White Center contains approximately 7,540 dwelling units. What effect would 1,800 new dwelling units (a 24% increase) have on White Center? Since dwelling units also represent households, the number of households

would increase by 24% as well.<sup>11</sup>

It should be re-emphasized that the development of 1,800 extra dwelling units is a projection based on current development trends and zoning patterns. If the White Center community views a 24% percent increase as undesirable, they could advocate for rezoning residential zones to either industrial or commercial use, or down-zoning multi-family zones to single-family. On the other hand, the White Center community may view this potential influx of development as a positive opportunity.

The latter view may be necessary given the constraints of the Growth Management Act (GMA) and the continued influx of new households into the Seattle region. The GMA requires that each urban area absorb its “fair share” of population growth.<sup>12</sup> Counties use population growth projections to work with communities in determining where that growth should be encouraged. King County’s designation of White Center’s downtown as an Unincorporated Activity Center<sup>13</sup> implies an intention to generate activity leading to population growth. Even if this were not to occur, the expected general population growth for King County makes a White Center population increase likely.<sup>14</sup> The White Center community should consider ways to absorb this growth in desirable ways.

<sup>9</sup> For example, development trends could change dramatically in five years making it difficult to predict development trends. Therefore, a buildable lands analysis is typically valid as long as those trends remain constant. See Buildable Lands methodology.

<sup>10</sup> The exact number was 1802.58283. Since the buildable land analysis only approximates the number of households that can be accommodated, the use of 1802.58283 implies a level of accuracy that does not exist.

<sup>11</sup> Both the number of dwelling units and households in White Center can be obtained from 2000 US Census data for the White Center Census Designated Place (CDP). <http://factfinder.census.gov/>

<sup>12</sup> The expected population increase for a given area is projected by the State of Washington’s Office of Financial Management. <http://www.ofm.wa.gov/pop/default.asp>

<sup>13</sup> Additionally, three other commercial areas in White Center were designated as commercial centers, which allows for increased residential and commercial growth.

<sup>14</sup> Although King County is growing in population, Burien has experienced a loss in population. However, this data is based off of population forecasts, which cannot be confirmed with certainty until the decennial US census (in 2010). Source: <http://www.ofm.wa.gov/pop/april1/rank2006.pdf>

## 6.2 Commercial

The commercial property in White Center can accommodate 61,080 square feet of building space. This estimate is derived from analyses of vacant and redevelopable commercially-zoned parcels in White Center and recent development trends.

Will 61,080 square feet of building space be sufficient to meet the growing needs of the White Center community? Two analyses address this question. The first examines King County's commercial property growth projection for White Center. According to the 2004 Comprehensive Plan update, in the next 20 years, White Center will need 143,000 square feet of new office space, and its demand for retail space will grow from 30,000 to 68,000 square feet. White Center is expected to generate 7,900 new jobs.

Based on King County's projected growth, 61,080 square feet is insufficient to meet the growing demands of the community.

The second analysis reviews the buildable lands data, which shows a considerable amount of vacant and underused commercial property in White Center. How is this disparity between the King County report, which estimates a large increase in commercial property, and the buildable lands analysis, which suggests that demand for commercial property is negligible, to be rectified? In its report, King County acknowledges this disparity, citing "more than ten years later [after the initial White Center plan was developed, which urged increasing development downtown]... many parcels in the [Unincorporated] Activity Center (Downtown White Center) remain vacant and underutilized."<sup>15</sup>

King County's report refers specifically to the lack of investment downtown. This is an

important consideration since King County designated downtown as a UAC, home to a large array of mutually supportive businesses and residences. The important point is not whether development will occur in White Center, but *where* the development will occur.

The community of White Center should consider how much development they will need to accommodate, how much development they would like to accommodate, and what types of development would be most desirable. These questions are explored in the following section. See Appendix 6.4 for Buildable Lands Commercial Data.



<sup>15</sup> Department of Development and Environmental Services, *ibid.*

## 7.0 Alternatives

This section explores alternative futures for White Center. These futures are described in terms of land use patterns, and are prescribed through zoning regulations. They also draw on other plan elements.

The five alternative futures are:

- Code Changes
- No Action
- Multiple Nodes
- Commercial Business Strip
- Myers Way South

### 7.1 Code Changes

**Summary:** The first option proposes modifying the zoning code for downtown White Center.

**Description:** The ERSDO includes three distinct geographic areas. It was initiated in 1994 and described in King County’s code to “provide incentives for the redevelopment of large existing, underutilized concentrations of commercial/industrial lands within urban areas.”<sup>16</sup> This overlay was intended to offset an imbalance created by increased residential development and little commercial growth. It has been amended twice since its enactment, most recently in 1997.

This option proposes updating and modifying the zoning code in the 1994 economic development overlay. Areas within this overlay have not redeveloped as projected. King County should re-assess the development standards and incentives in the zoning code and rewrite or amend the code where needed. In addition, King County should re-designate the overlay to include the SW 98<sup>th</sup> Street corridor, which serves as a critical connection between the new Greenbridge Hope VI development (located east of downtown) and downtown.

**Goal:** Promote commercial and neighborhood improvements downtown by making changes to the King County zoning code.

**How this option works with other elements of the plan:**

- *Public Safety & Pedestrian Environment*
  - By providing an additional corridor along SW 98<sup>th</sup> Street, specific zoning codes can be tailored to the unique needs of the corridor. For example, the zoning code could require

<sup>16</sup> King County Code 21A.38.090 Special district overlay – Economic development.

pedestrian amenities such as street lighting, wayfinding, or wide sidewalks.

- *Housing* – Code changes can promote a more active and vibrant downtown by encouraging a greater mix of uses, such as higher density housing and retail use in close proximity. The code changes also can use incentives to encourage developers to build housing or stipulate a minimum housing requirement.
- *Civic Capacity* – The overlay would strengthen the community fabric of White Center by providing safe, vibrant, and attractive business districts.
- *Downtown* – Commercial and mixed use developments downtown would be required to be aesthetically pleasing (in addition to providing better facilities for business owners). This would encourage new investment downtown. Moreover, the higher density housing would provide additional clientele for new and current downtown businesses.
- *Workforce* – Additional commercial use would provide employment opportunities.

#### Pros

- Allows King County to tailor zoning code to the current and future needs of White Center
- Creates a new overlay model that might be transferable to other areas

#### Cons

- The overlay may be too unique, making it difficult to implement elsewhere
- The SW 98<sup>th</sup> Street corridor depends on developing high-density residential and commercial use. However, many long-term single-family homes exist along the corridor that would be difficult to acquire and turn into higher density development.

## 7.2 No Action

**Summary:** The second option suggests no changes to the zoning code.

**Description:** This option assumes commercial and residential growth will occur at projected levels (see Appendix 6.3). This option also assumes that current zoning meets the needs of the White Center community. See Appendix 6.5 for a maximum land buildout analysis and Appendix 6.6 for comparison between maximum land buildout and buildable lands data.

**Goal:** No further restrictions/incentives should be placed on future development in White Center.

#### How this option works with other elements of the plan:

- *Public Safety & Pedestrian Environment* – No effect
- *Housing* – No effect
- *Civic Capacity* – No effect
- *Downtown* – No effect
- *Workforce* – No effect

#### Pros

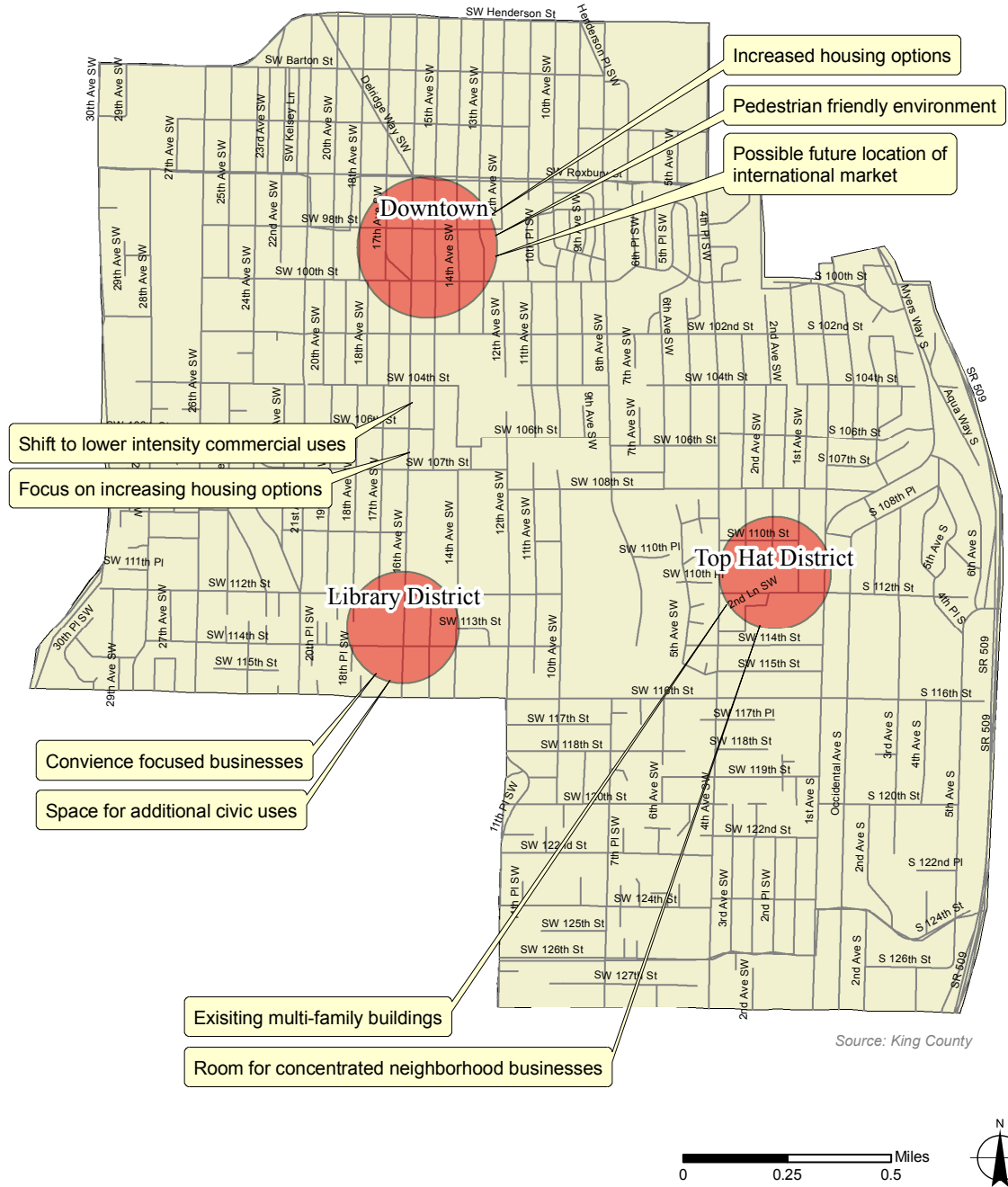
- Because this option has already been analyzed, it may be the most predictable of the options (assuming future patterns remain constant).

#### Cons

- Since this option assumes a static future, it may be ill-suited to accommodate any changes in development trends.



**Map 4: Proposed Neighborhood Nodes**



### 7.3 Multiple Nodes

**Summary:** This option is similar to the Codes Changes option; however, it would encourage zoning code changes in multiple commercial districts.

**Description:** This option would change the zoning code for the overlays by shrinking their boundaries to concentrate commercial uses into smaller, distinct areas: downtown, the Library District (the intersection of 16th Avenue SW and SW 114<sup>th</sup> Street), and the Top Hat District.

King County can meet its comprehensive goals by creating a consistent set of characteristics for these three area overlays. Examples of potential characteristics include reduced minimum parking requirements in each overlay, allowance for shared parking opportunities between businesses, and a mandated minimum housing requirement for new development. By reducing parking and requiring additional housing, this ensures that over time, more people will be living in these commercial centers. Such a scenario provides customers for local businesses, more community activity, and improved neighborhood safety by placing “eyes on the street.” See Map 4: Nodes.

**Goal:** Increase the access of the surrounding neighborhood to convenience services by focusing and concentrating commercial activity.

#### How this option works with other elements of the plan:

- *Public Safety & Pedestrian Environment* – This option reinforces current pedestrian patterns by concentrating businesses and increasing the number of people within walking distance of the overlays.
- *Housing* – By requiring that a minimum amount of housing be included in new

development, this option increases the diversity of housing options available to White Center residents.

- *Civic Capacity* - Designating commercial nodes throughout White Center will create distinct locations for the community to gather; eventually, these commercial centers will serve as foci for future civic amenities.
- *Downtown* – Concentrating businesses into a specific area would reduce competition from surrounding commercial areas (particularly along 16th Avenue SW). Such an action would encourage the development of the overlays (such as downtown) into central hubs for the White Center community, and as a destination from surrounding communities.
- *Workforce* – Establishes a hub for locating future employment services.

#### Pros

- Businesses concentrated allowing residents easier access to shopping
- Shared parking benefits
- Businesses gain from being near each other and sharing customer traffic
- Housing options increase within the overlays
- Safety improvement by providing more eyes and activity on the street
- Additional housing near jobs and services

#### Cons

- Residential density increase in the overlay
- Potential decrease of commercial capacity along 16th Avenue SW outside of Downtown. This con is not a large problem because the decreased parking requirements within the overlays will allow for more commercial space to be developed within it.





#### 7.4 Commercial Business Strip

**Summary:** This option encourages the major commercial areas in White Center (along 16<sup>th</sup> Avenue SW) to cater to automobiles.

**Description:** Reinforces existing auto-oriented commercial businesses along 16<sup>th</sup> Avenue SW by extending the commercial zoning one block east and west.

**Goals:** Increase the capacity of the commercial area in White Center.

##### **How this option works with other elements of the plan:**

- *Public Safety & Pedestrian Environment* – No effect
- *Housing* – No effect
- *Civic Capacity* – No effect
- *Downtown & Workforce* – By enlarging the commercial areas, it could provide additional employment.

##### **Pros**

- Adds additional commercial capacity in White Center

##### **Cons**

- May create too much commercial capacity, resulting in increased commercial vacancies and undeveloped land
- Reinforces the existing pattern of automobile-oriented commercial development, which includes dedicating large amounts of land for parking
- Does not create distinct neighborhood centers

#### 7.5 Myers Way South

**Description:** This option creates a mix of commercial uses in the Top Hat neighborhood west of 1<sup>st</sup> Avenue South and Myers Way South.

**Goals:** In the long term, creates a central commercial district between Park Lake Homes and 1<sup>st</sup> Avenue South.

##### **How this option works with other elements of the plan:**

- *Public Safety & Pedestrian Environment* – Pedestrian connections exist along the northern (SW 108<sup>th</sup> Street) and southern (SW 116<sup>th</sup> Street) edges of Park Lake Homes. The proposed area would bridge these pedestrian corridors.
- *Housing & Downtown* – This alternative would increase housing options and complement the future redevelopment of Park Lake Homes by adding neighborhood-oriented businesses.
- *Civic Capacity* – No effect
- *Workforce* – No effect

##### **Pros**

- Creation of a community center with neighborhood-oriented businesses to service nearby homes (including Park Lake Homes)
- Focus commercial activity that currently lines Myers Way South and 1<sup>st</sup> Avenue South to the west, and increase its pedestrian amenities
- Complements recent multi-family developments in the area
- Easy to implement, due to a concentration of vacant land nearby
- Increases housing options for the surrounding area

##### **Cons**

- Reduces the commercial capacity along Myers Way South

## 8.0 Recommendation

This report recommends the third option: Multiple Nodes. There are several reasons for choosing this option.

First, it strategically focuses development. As mentioned in the buildable lands component of this section, the issue is not whether development will occur in White Center, but where it will occur. Currently, there is a large amount of commercially zoned property in White Center that is underused – it is either vacant or ripe for redevelopment. This is partially a result of White Center’s linear, automobile-oriented commercial development. Currently, commercial development is spread along 16<sup>th</sup> Avenue SW, which makes it difficult to foster a synergistic relationship between businesses and housing. However, King County is interested in creating a vibrant, pedestrian- and bicycle-friendly neighborhood. For the county to achieve this vision it must create a critical synergy of proximal business and residences.

Two other neighborhood centers are added to the downtown overlay. These centers would complement the surrounding neighborhoods by increasing access to neighborhood-oriented businesses that meet residents’ everyday needs. Why create three commercial areas, instead of concentrating all the development downtown? If all development is concentrated downtown, it will work against the vision of fostering more pedestrian and bicycle-friendly places. Much of White Center consists of single-family residences. As a result, most residences are not within a convenient walk of downtown. Thus, if all development in White Center were constrained to downtown, many people would be forced to drive. By focusing development in the three overlays, most residences would be within walking or biking distance of a commercial area.

Moreover, creating focused, mixed-use commercial areas furthers the goals set out in other plan elements by increasing housing options, focusing commercial use (especially downtown), and keeping existing single-family neighborhoods intact. See Map 5: Integration of Elements.



### Map 5: Integration of Elements

## 9.0 Implementation

This recommendation can be implemented by building upon King County's overlays. Currently, King County uses a special overlay zone that covers much of the commercially zoned properties in White Center. The special overlay district offers some benefits to the parcels within it. Restrictions that apply to setbacks, landscaping, impervious surface coverage, and pedestrian circulation are waived, which encourages redevelopment or expansion of existing commercial buildings. Also, the overlay relaxes parking requirements for building expansions and replacements, although this does not apply to new development.

It is also recommended that four code changes be applied to the current overlay code. The first change expands the overlay's relaxation of parking requirements to include new development. This would encourage businesses to share parking and allow for more commercial development. Another code change would require a minimum amount of housing units for new development, thereby increasing housing options.<sup>17</sup> The third code change would increase the Floor Area Ratio<sup>18</sup> within the downtown. This would improve the likelihood that new development downtown will build up to the three or four stories suggested by the Downtown Element of the plan. The final change would constrict the overlay boundaries to downtown, the Library District, and the Top Hat District to focus development in these areas. Additionally, rezoning the commercial area south of Downtown to residential would perpetuate this change, thereby limiting commercial development to the three overlay areas.

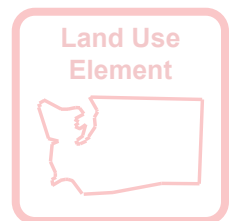
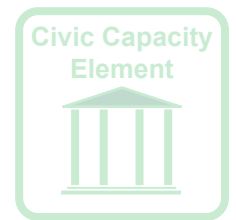
<sup>17</sup> By requiring new development to include residential units in the commercial areas, more people would live within walking distance of services, reducing the need to drive, and hence parking demand.

<sup>18</sup> Floor Area Ratio (FAR) is a comparison between the total amount of floor space in a building and the total area of the land the building is on.



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# Appendix





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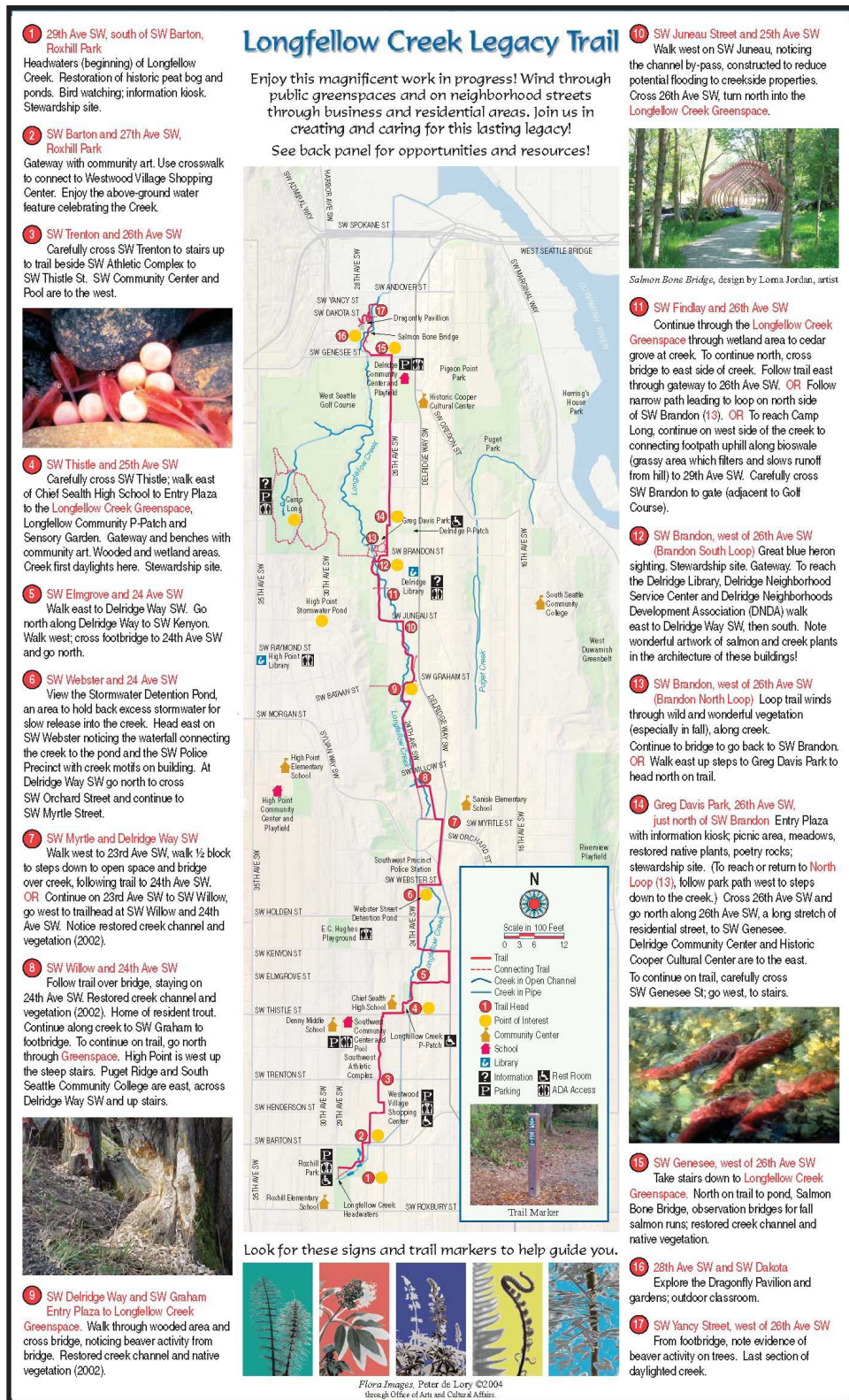
# Appendix 1: Public Safety & Pedestrian Environment Element

## Appendix 1.1: Key Stakeholders

| Key Players   | Role   | Contact Information                         | Website   |
|---|--|---|---|
| Blockwatch Groups                                     | Eyes on the street   | Contact Weed and Seed                       |   |
| WCCDA   | Initiators for proposals and funding sources                             | 206-694-1082 or at info@wccda.org           | <a href="http://www.wccda.org">http://www.wccda.org</a>   |
| Community Businesses                                  | Essential component for Downtown safety improvements                     | Various                                     |   |
| King County Non-motorized Capitol Improvement Program | Funding and subject matter expertise                                     | 201 S. Jackson St. Seattle, WA 206-296-6590 | <a href="http://www.metrokc.gov/kcdot/roads/cip/ProjectCountyWide.aspx?CIPID=RDCW28">http://www.metrokc.gov/kcdot/roads/cip/ProjectCountyWide.aspx?CIPID=RDCW28</a> |
| King County Parks and Recreation                      | Education and outreach program; park maintenance and upkeep              | 1321 SW 102nd Street                        | <a href="http://www.metrokc.gov/parks/whitecenter/">http://www.metrokc.gov/parks/whitecenter/</a>   |
| Seattle Police Dept. SW Precinct                      | Safety enforcement   | 2300 SW Webster Seattle, WA 206-733-9800    | <a href="http://www.seattle.gov/police/Precincts/Southwest/default.htm">http://www.seattle.gov/police/Precincts/Southwest/default.htm</a>                           |
| Southwest Weed and Seed Program                       | Education and outreach program. Organizes monthly Public Safety Meetings | 1806 E. Yesler Way Seattle, WA 206-323-9671 | <a href="http://www.sngi.org/swws.html">http://www.sngi.org/swws.html</a>   |
| White Center King County Sheriff's Store Front        | Safety enforcement   | 9609 16th Ave. SW Seattle, WA 206-296-3323  |   |



## Appendix 1.2: Longfellow Creek Trail Map





## Appendix 1.3: Burien Destinations





Appendix 1.4: Seahurst Trail Map



## Appendix 1.5: White Center Bus Routes

| Route Number           | Frequency                     | Destinations   |
|------------------------|-------------------------------|--|
| 22                     | Weekdays,<br>Saturday, Sunday | Downtown Seattle, SODO, West Seattle Junction, Gatewood, Westwood Town Center, White Center Transfer Point   |
| 23                     | Weekdays,<br>Saturday, Sunday | Downtown Seattle, SODO, White Center   |
| 54                     | Weekdays,<br>Saturday, Sunday | Downtown Seattle, West Seattle Junction, Fauntleroy, Westwood Town Center, White Center Transfer Point   |
| 60                     | Weekdays,<br>Saturday, Sunday | Capitol Hill, Broadway, First Hill, Harborview Hospital, Pacific Medical Center, Beacon Hill, Georgetown, Olson/Myers Park & Ride, White Center Transfer Point<br>Route 60 travels between Capitol Hill and Georgetown on Saturdays and Sundays, but it does not serve White Center. |
| 85                     | Nightly                       | "Night Owl" - Downtown Seattle, SODO, SW Admiral Way, California Ave SW, West Seattle Junction, 35th Ave SW, White Center Transfer Point, Delridge Way   |
| 113                    | Weekdays                      | Downtown Seattle, Federal Center South, Olson/Meyers P&R, White Center Transfer Point, Shorewood   |
| 120                    | Weekdays,<br>Saturday, Sunday | Downtown Seattle, Delridge, White Center, Burien   |
| 125                    | Weekdays,<br>Saturday, Sunday | Downtown Seattle, South Seattle Community College, White Center, Shorewood   |
| 128                    | Weekdays,<br>Saturday, Sunday | Admiral District, West Seattle Junction, South Seattle Community College, White Center Transfer Point, Highline Specialty Medical Center, Riverton Heights, Southcenter<br>Route 128 does not serve the Admiral District on Sundays.   |
| 133                    | Weekdays                      | University District, Olson Place-Myers Way P&R, White Center, Burien Transit Center  |
| 560<br>– Sound Transit | Weekdays,<br>Saturday, Sunday | Bellevue Transit Center, South Bellevue P&R, Newport Hills P&R, Renton Boeing, Renton Transit Center, Sea-Tac Airport, Burien Transit Center, White Center Transfer Point, Fauntleroy, West Seattle Junction   |

Source: King County Metro Website

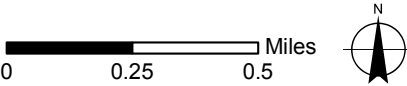




Appendix 1.6: Map of Bus Routes



Source: King County



## Appendix 1.7: Improvement Projects Implemented by King County between 2000-2004

| Location                                     | Project   |
|--|---|
| 4th Ave SW (SW 109th and SW 115th)           | Installed sidewalk curb ramps on west side of roadway   |
| 8th Ave SW (SW 102nd to SW 108th)            | Enclosed drainage ditches and provided continuous pedestrian pathway  |
| 10th Ave SW (SW 108th to 116th St)           | Enclosed drainage ditches and provided continuous pedestrian pathway on west side of roadway  |
| 12th Ave SW (SW 108th to 116th St)           | Enclosed drainage ditches and constructed curb, gutter, and sidewalk with parallel parking along curb on west side of roadway   |
| 12th Ave SW (SW 116th to 100 feet north)     | Enclosed drainage ditches and provided continuous pedestrian pathway on east side of roadway  |
| 16th Ave SW (SW 107th to 17th Ave SW)        | Installed in-pavement crosswalk lighting facility at intersection of SW 104th   |
| 16th Ave SW @ SW 102nd St                    | Installed left-turn channelization and protected/permitted signal phasing on north and south legs of intersection   |
| 28th Ave SW (south of SW 112th and at 116th) | Enclosed drainage ditches and provided continuous pedestrian pathway south of SW 112th, provided continuous pedestrian pathway behind curb radius at intersection of SW 116th           |
| SW 98th (17th Ave to 26th Ave)               | Enclosed drainage ditches and widened shoulder on north side of roadway, additional safety improvements addressed cut-through traffic, speeding, traffic collisions, and traffic noise. |
| SW 100th St (17th Ave to 21st Ave)           | Enclosed drainage ditches and constructed curb, gutter, and sidewalk on south side of roadway   |
| SW 102nd (3rd Ave S to 6th Ave S)            | Enclosed drainage ditches and provided continuous pedestrian pathway  |
| SW 104th (16th Ave SW to 17th Ave SW)        | Constructed curb, gutter, and sidewalk on south side of roadway   |
| SW 106th (15th Ave SW to 16th Ave SW)        | Constructed curb, gutter, and sidewalk on north side of roadway   |
| SW 106th (16th Ave SW to 17th Ave SW)        | Constructed curb, gutter, and sidewalk on south side of roadway   |
| SW 107th                                     | Constructed left turn lane on the west leg of SW 107th at the intersection with 15th Ave SW   |
| SW 108th (4th Ave SW to 10th Ave SW)         | Removed and/or rooted-pruned trees and reconstructed sidewalk panels  |
| S 111th (5th Ave S to 6th Ave S)             | Enclosed drainage ditches and provided continuous pedestrian pathway on north side of roadway   |
| SW 116th (4th Ave SW to 10th Ave SW)         | Removed and/or rooted-pruned trees and reconstructed sidewalk panels  |
| SW 120th (Salmon Creek Elem. to 4th Ave SW)  | Constructed curb, gutter, and sidewalk on north side of roadway   |
| SW 120th (west of Salmon Creek Elem.)        | Expanded shoulder and provided continuous pedestrian pathway on north side of roadway   |

Source: King County Transportation Division



**Appendix 1.8: Current King County Capital Improvement Program Projects**

| <b>Project Description</b>   | <b>Location</b>   | <b>Project Type</b> | <b>Status (as of May 2007)</b> |
|--|---|---------------------|--------------------------------|
| SCRAM Upgrades (Signal Capital Replacement and Modification Program) | 16 <sup>th</sup> Ave SW & SW 102 St; 16 <sup>th</sup> Ave SW & SW 107 St; 1 <sup>st</sup> Ave S. & SW 112 <sup>th</sup> St; 1 <sup>st</sup> Ave S. & 116 <sup>th</sup> Ave SW; 4 <sup>th</sup> Ave SW & SW 108 <sup>th</sup> St, 4 <sup>th</sup> Ave SW & SW 116 <sup>th</sup> St | Safety              | Final Design                   |
| Intelligent Transportation System Improvements                       | 16 <sup>th</sup> Ave SW between SW Roxbury & SW 116 <sup>th</sup> St  | Safety              | Project not yet started        |
| Provide sidewalk; enclose ditches                                    | 17 <sup>th</sup> Ave SW between SW 100 <sup>th</sup> St and SW 107 <sup>th</sup> St   | Safety              | Project not yet started        |
| Construct pedestrian pathway   | 28 <sup>th</sup> Ave SW between SW 104 <sup>th</sup> St to SW 116 <sup>th</sup> St  | Safety              | Preliminary Design             |
| Replacement of curb ramps  | SW 116 <sup>th</sup> St between 1 <sup>st</sup> Ave S to 5 <sup>th</sup> Ave S.   | Safety              | In-House Construction          |
| Enclose existing ditch on north side of road                         | SW 100 <sup>th</sup> St between 11 <sup>th</sup> Ave SW to 14 <sup>th</sup> Ave SW  | Safety              | Final Design                   |
| Replacement of curb ramps  | SW 116 <sup>th</sup> St & 4 <sup>th</sup> Ave SW  | Safety              | In-House Construction          |
| Construct walkway on south side of road                              | SW 120 <sup>th</sup> St & 11 Place SW   | Safety              | In-House Construction          |
| Restore and enhance pedestrian/bicycle corridor                      | SW 98 <sup>th</sup> St from 11 <sup>th</sup> Ave SW to 16 <sup>th</sup> Ave SW  | Misc.               | Engineer not responding        |

## A Toolkit of Ideas for Safe, Walkable Communities



## Appendix 1.10: Complete Methodology

### Existing Conditions

The first step in the process was to analyze the pedestrian conditions in White Center, which were identified through community input, stakeholder meetings, research studies, and field inventory. The objective was to answer the following questions:

- What infrastructure is already in place?
- What projects have been implemented?
- Are there future plans in progress?
- What is the current state of the pedestrian environment?
- Where are the areas of concern?
- Where and what are the major neighborhood destinations?

### Community Input and Stakeholder Meetings

Community participation and input were integral parts of the methodology. Public outreach began with the November Kick-off Party. At this event, the community indicated that safety was a concern and that changes in White Center should include a safer nighttime environment, increased lighting, and pedestrian and bike facilities.

At the February Community Workshop, 70 residents of White Center provided input concerning their perceptions of public safety in their neighborhood. These residents identified locations where they felt unsafe, specifying inadequate sidewalks and lack of lighting as their major concerns. Additionally, traffic speeds and nighttime crowds in the business district were identified as concerns. The information collected from this meeting contributed to the initial analysis maps in the form of community-identified “hot spots.” Hot spots are places lacking sidewalks or lighting, locations of regular crime, or generally unsafe places, depicted in the **Existing Conditions Map** (see Public Safety

and Pedestrian Environment Element).

Additional group interviews were held with key stakeholders in the White Center community and members of King County organizations, including . with the King County Sheriff’s Office, Weed and Seed, King County traffic engineers, Clean and Safe, Youth Council, and Salvation Army seniors. The monthly White Center Public Safety Meeting was also attended. These meetings provided valuable information about current safety strategies, areas of concern, and projects and plans in progress. The final community outreach meeting occurred on May 8 with several key players from Weed and Seed, the WCCDA, the NHUAC and other community activists. Stakeholders reviewed the proposed pedestrian safety plan and offered suggestions for areas of improvement.

The information gathered from these meetings was synthesized and informed the subsequent steps in the process, including field inventory and pedestrian route selection.

### Pedestrian Route Identification

The next step was to determine the primary pedestrian routes within White Center based on the goals of *connectivity, accessibility, safety, education, and quality*. The starting point was the identification of key destinations; such as schools, community centers, parks and recreation, and retail and shopping. Several north-south and east-west corridors were selected which link the community with these neighborhood destinations. Additional factors influenced the initial pedestrian route selection such as existing infrastructure, transit routes, existing usage, and community input. These factors were selected based on the routes that would potentially receive the greatest pedestrian use and would merit the highest priority for improvement.

A total of 12 routes, which are displayed on the map on the following page called **Pedestrian Routes** were identified to link destinations throughout White Center.

- **North-South routes:**
  - 26<sup>th</sup> Avenue SW
  - Delridge Way SW/16<sup>th</sup> Avenue SW/15<sup>th</sup> Avenue SW
  - 12<sup>th</sup> Avenue SW
  - 8<sup>th</sup> Avenue SW
  - 4<sup>th</sup> Avenue SW
- **East-West routes:**
  - SW Roxbury Street
  - SW Henderson Street
  - SW 98<sup>th</sup> Street
  - SW 102<sup>nd</sup> Street
  - SW 107<sup>th</sup> Street
  - SW 116<sup>th</sup> Street/SW 114<sup>th</sup> St
  - SW 128<sup>th</sup> Street.

Once these routes were established, a field survey of the conditions of each route was conducted.

### Pedestrian Route Assessment

The pedestrian routes were evaluated based on several criteria. Criteria included: pedestrian and bike amenities, sidewalk infrastructure, traffic speed, transit amenities, and additional pedestrian impediments, all improvements that contribute to a walkable and safe environment. A field survey was conducted in which each route was evaluated and ranked on a 1-3 scale. (Good condition = 3, Moderate condition = 2, Poor condition = 1) The ranking allowed the pedestrian routes to be quantified for determining where pedestrian levels of service were insufficient. The analysis can be seen in **Table 1: Pedestrian Route Analysis** and **Table 2: Pedestrian Route Ranking Explanation**.

### Research

Tools, case studies, and funding sources were examined to provide guidance for remediation and implementation. The pedestrian routes classified as needing the most attention were then investigated more closely with subsequent field visits to determine exact locations to apply remediation tools. It was determined that focusing attention on the 12 routes, rather than applying remediation to all of White Center, would be the most feasible approach to improve pedestrian safety. A scope of possible improvements/alternatives was identified for pedestrian corridors needing attention. These are presented in greater detail in the **Appendix 1.11: Alternative Approaches for Improving Pedestrian Safety** of this element.

### Prioritized Feasibility Matrix

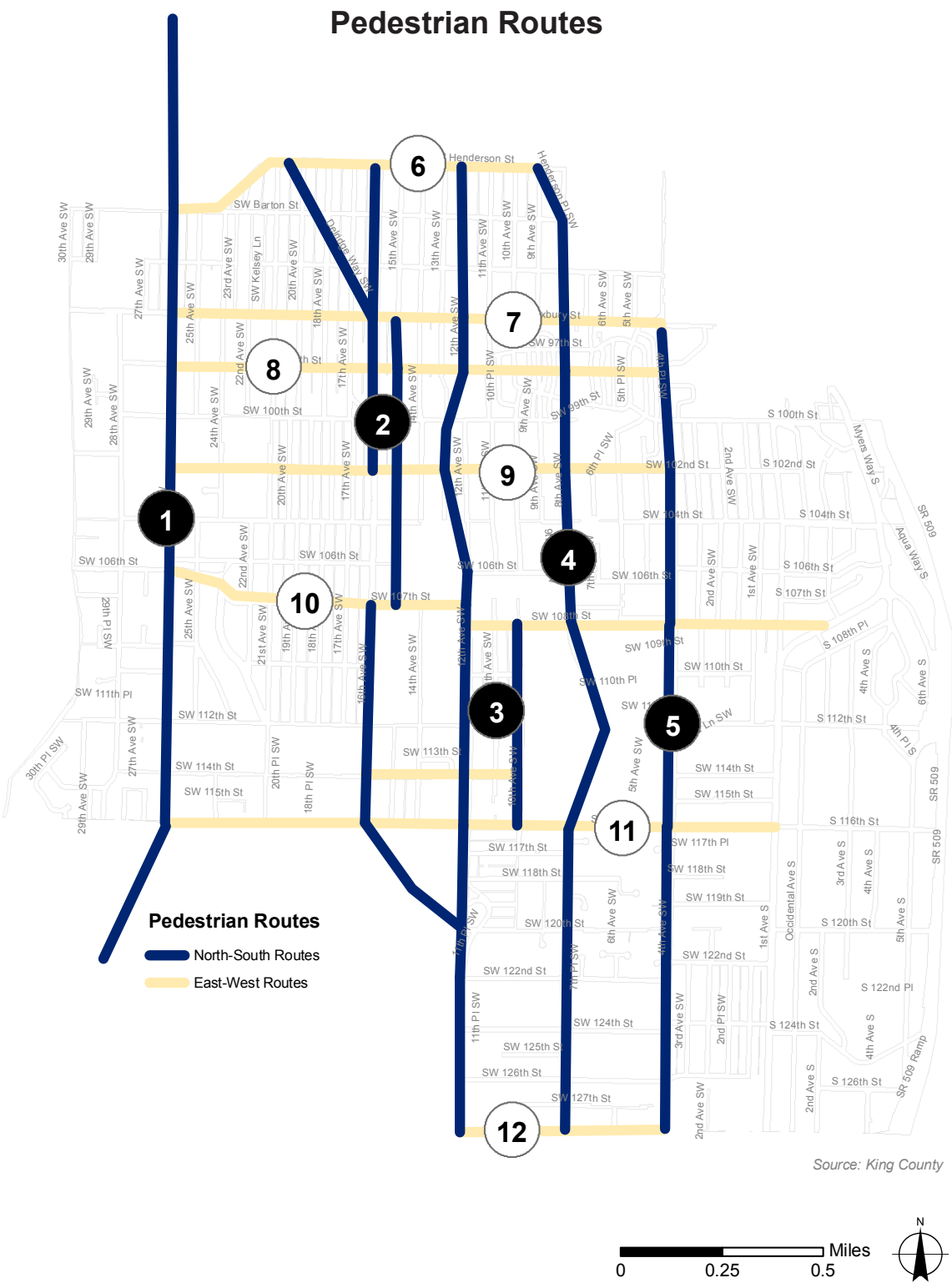
The final step was to establish a prioritization matrix for recommendation and implementation. Factors influencing the feasibility of remedial alternatives include:

- Greatest need for improvements and biggest impact based on the *Pedestrian Route Assessment*
- Cost of implementation
- Ability to address safety concerns

The alternatives were prioritized based on these factors, which were weighted in terms of importance and this can be reviewed in **Table 3: Project Prioritization Process**.







**Table 1: Pedestrian Route Analysis**

| Route Number | Route (Section)                     | Sidewalks (1-3) | Lighting (1-3) | Garbage(1-3) | Traffic Speed (1-3) | Bike Route Condition (1-3) | Traffic Separation (1-3) | Crosswalks (1-3) | Bus stop Condition (1-3) | Areas of Concern (1-3) | Landscaping (1-3) | Signage (1-3) | Topography (1-3) | Linking Destinations (1-3) | Block Watch (1-3) | Aggregated Index | Traffic Speed mph |
|--------------|-------------------------------------|-----------------|----------------|--------------|---------------------|----------------------------|--------------------------|------------------|--------------------------|------------------------|-------------------|---------------|------------------|----------------------------|-------------------|------------------|-------------------|
| 1            | 26th (Barton to 107th)              | 3               | 2              | 2            | 2                   | 2                          | 3                        | 1                | 3                        | 2                      | 2                 | 1             | 2                | 2                          | 3                 | 30               | 35                |
|              | 26th (106th to 116th)               | 3               | 1              | 1            | 2                   | 2                          | 2                        | 2                | 1                        | 2                      | 3                 | 2             | 3                | 2                          | 3                 | 29               | 30                |
| 2            | Delridge (Henderson to Roxbury)     | 2               | 2              | 1            | 2                   | 2                          | 2                        | 1                | 3                        | 2                      | 2                 | 1             | 3                | 2                          |                   | 25               | 35                |
|              | 16th (Roxbury to 102nd)             | 3               | 2              | 3            | 3                   | 1                          | 2                        | 2                | 1                        | 1                      | 1                 | 1             | 3                | 3                          |                   | 26               | 25                |
|              | 15th (Roxbury to 102nd)             | 3               | 2              | 2            | 2                   | 2                          | 2                        | 2                | 3                        | 2                      | 1                 | 1             | 3                | 3                          |                   | 28               | 30                |
|              | 15th (102nd to 107th)               | 2               | 1              | 2            | 2                   | 2                          | 2                        | 2                | 3                        | 3                      | 1                 | 1             | 3                | 2                          |                   | 26               | 30                |
|              | 16th (107th-116th)                  | 3               | 2              | 1            | 2                   | 1                          | 2                        | 1                | 2                        | 2                      | 1                 | 2             | 3                | 3                          |                   | 25               | 35                |
|              | Ambaum (116th to 122nd)             | 2               | 2              | 1            | 2                   | 1                          | 2                        | 1                | 1                        | 1                      | 1                 | 1             | 2                | 2                          |                   | 19               | 35                |
|              | Ambaum (122nd to 128th)             | 3               | 2              | 2            | 2                   | 2                          | 3                        | 3                | 2                        | 2                      | 2                 | 2             | 2                | 2                          |                   | 29               | 35                |
| 3            | 12th (Henderson to Roxbury)         | 3               | 2              | 1            | 3                   | 2                          | 3                        | 1                | 1                        | 3                      | 3                 | 1             | 3                | 2                          |                   | 28               | 25                |
|              | 12th (Roxbury to 104th)             | 2               | 1              | 1            | 3                   | 2                          | 1                        | 1                | 1                        | 2                      | 1                 | 1             | 3                | 2                          |                   | 21               | 30                |
|              | 12th (104th to 116th)               | 2               | 1              | 1            | 2                   | 2                          | 2                        | 2                | 1                        | 1                      | 2                 | 2             | 3                | 2                          |                   | 23               | 30                |
|              | 10th (108th to 116th)               | 2               | 1              | 1            | 3                   | 1                          | 1                        | 2                | 1                        | 2                      | 1                 | 2             | 2                | 2                          |                   | 21               | 25                |
|              | 12th (116th to 120th)               | 1               | 1              | 1            | 2                   | 1                          | 1                        | 1                | 1                        | 1                      | 1                 | 1             | 3                | 2                          |                   | 17               | 30                |
| 4            | 8th (Henderson to Roxbury)          | 3               | 2              | 1            | 2                   | 2                          | 3                        | 1                | 1                        | 3                      | 3                 | 1             | 3                | 2                          |                   | 27               | 30                |
|              | 8th (Roxbury to 102nd)              | 3               | 3              | 2            | 3                   | 2                          | 3                        | 3                | 2                        | 3                      | 3                 | 2             | 3                | 2                          |                   | 34               | 20                |
|              | 8th (102nd to 108th)                | 1               | 1              | 1            | 3                   | 1                          | 1                        | 1                | 1                        | 3                      | 1                 | 1             | 3                | 3                          |                   | 21               | 25                |
|              | 8th (Park Segment, 108th to 116th)  | 1               | 1              | 2            | 3                   | 1                          | 3                        | 1                | 2                        | 2                      | 2                 | 1             | 2                | 3                          |                   | 24               | NA                |
|              | 8th (116th to 128th)                | 1               | 1              | 1            | 3                   | 1                          | 1                        | 1                | 1                        | 2                      | 1                 | 1             | 2                | 2                          |                   | 18               | 25                |
| 5            | 4th (Roxbury to 108th)              | 3               | 1              | 1            | 2                   | 2                          | 2                        | 1                | 2                        | 2                      | 2                 | 2             | 2                | 2                          |                   | 24               | 30                |
|              | 4th (108th to 116th)                | 3               | 1              | 1            | 2                   | 2                          | 2                        | 1                | 2                        | 2                      | 2                 | 2             | 2                | 2                          |                   | 24               | 30                |
|              | 4th (116th to 128th)                | 3               | 1              | 2            | 2                   | 2                          | 3                        | 2                | 1                        | 2                      | 3                 | 2             | 3                | 2                          |                   | 28               | 35                |
| 6            | Henderson (Westwood Village to 9th) | 2               | 2              | 1            | 2                   | 2                          | 2                        | 1                | 2                        | 2                      | 2                 | 1             | 2                | 2                          |                   | 23               | 30                |
| 7            | Roxbury (26th to 4th)               | 3               | 2              | 2            | 2                   | 1                          | 2                        | 2                | 2                        | 1                      | 1                 | 1             | 1                | 2                          |                   | 22               | 35                |



Table 1: Pedestrian Route Analysis (continued)

| Route Number | Route (Section)       | Sidewalks (1-3) | Lighting (1-3) | Garbage(1-3) | Traffic Speed (1-3) | Bike Route Condition (1-3) | Traffic Separation (1-3) | Crosswalks (1-3) | Bus stop Condition (1-3) | Areas of Concern (1-3) | Landscaping (1-3) | Signage (1-3) | Topography (1-3) | Linking Destinations (1-3) | Block Watch (1-3) | Aggregated Index | Traffic Speed mph |
|--------------|-----------------------|-----------------|----------------|--------------|---------------------|----------------------------|--------------------------|------------------|--------------------------|------------------------|-------------------|---------------|------------------|----------------------------|-------------------|------------------|-------------------|
| 8            | 98th (26th to 16th)   | 1               | 1              | 1            | 3                   | 2                          | 1                        | 2                | 1                        | 2                      | 2                 | 1             | 1                | 2                          |                   | 20               | 25                |
|              | 98th (16th to 4th)    | 2               | 1              | 2            | 3                   | 2                          | 1                        | 2                | 1                        | 2                      | 1                 | 1             | 2                | 3                          |                   | 23               | 25                |
| 9            | 102nd (20th to 16th)  | 1               | 1              | 1            | 3                   | 2                          | 1                        | 2                | 1                        | 2                      | 2                 | 1             | 2                | 2                          | 3                 | 24               | 25                |
|              | 102nd (16th to 4th)   | 2               | 1              | 1            | 3                   | 2                          | 1                        | 2                | 1                        | 1                      | 1                 | 1             | 2                | 2                          |                   | 20               | 25                |
| 10           | 107th (26th to 16th)  | 1               | 2              | 1            | 3                   | 2                          | 2                        | 2                | 1                        | 2                      | 2                 | 1             | 1                | 2                          |                   | 22               | 25                |
|              | 107th (16th to 4th)   | 3               | 1              | 1            | 2                   | 2                          | 2                        | 2                | 1                        | 2                      | 2                 | 2             | 2                | 3                          |                   | 25               | 30                |
| 11           | 116th (26th to 16th)  | 2               | 1              | 1            | 3                   | 2                          | 2                        | 2                | 1                        | 3                      | 3                 | 2             | 2                | 2                          |                   | 26               | 25                |
|              | 114th (16th to 10th)  | 1               | 1              | 1            | 3                   | 1                          | 1                        | 1                | 1                        | 2                      | 1                 | 2             | 2                | 2                          |                   | 19               | 25                |
|              | 116th (16th to 4th)   | 3               | 1              | 1            | 2                   | 2                          | 2                        | 2                | 1                        | 3                      | 3                 | 2             | 2                | 2                          |                   | 26               | 30                |
| 12           | 128th (4th to Ambaum) | 3               | 2              | 1            | 2                   | 1                          | 2                        | 2                | 1                        | 2                      | 3                 | 2             | 2                | 2                          |                   | 25               | 35                |

**Table 2: Pedestrian Route Ranking Explanation**

| Category                          | Scale Description (1-3)  |
|-----------------------------------|--|
| <b>Sidewalks (1-3)</b>            | 1= No sidewalk or paved shoulder, 2= Sidewalk; needs improvement, 3= Good sidewalks both sides   |
| <b>Lighting (1-3)</b>             | 1= No lighting, 2= Some lighting, 3= pedestrian scale lighting, lighting on façade   |
| <b>Garbage(1-3)</b>               | 1=No garbage cans, 2= some garbage cans, 3= garbage cans all along route   |
| <b>Traffic Speed (1-3)</b>        | 1= >40mph, 2= 30-40mph, 3=<30mph   |
| <b>Bike Route Condition (1-3)</b> | 1=No Bike Route, No room for bike route, 2= Bike route possibility, bike route in poor condition, needs improvement, 3= optimal bike route       |
| <b>Traffic Separation (1-3)</b>   | 1=sidewalk next to road, no separation, 2= small separation (green strip), 3=optimal traffic/ pedestrian separation (street trees, noise buffer) |
| <b>Crosswalks (1-3)</b>           | 1= lines, 2= signage/ crosswalk button, 3= stoplight, crossing light   |
| <b>Bus Stop Condition (1-3)</b>   | 1=poor condition, isolated bus stops, exposed, 2= covered, decent location, 3=optimal location, coverage, lights, aesthetically pleasing         |
| <b>Areas of Concern (1-3)</b>     | 1= very unsafe, 2= some hotspots, pedestrian improvements would help, 3= very safe, few concerns, call-boxes                                     |
| <b>Landscaping (1-3)</b>          | 1= no landscaping, exposed, 2= moderate greenery, 3= shade trees/ private property trees, street trees   |
| <b>Signage (1-3)</b>              | 1=no signs, 2= limited signs (bus stops), 3= signs identifying bike routes or destinations   |
| <b>Topography (1-3)</b>           | 1= Steep, pedestrian barrier, 2= moderate hills, 3= level topography   |
| <b>Linking Destinations (1-3)</b> | 1= No destinations on Route, 2= some destinations, not very accessible, 3= links several major destinations                                      |
| <b>Block Watch (1-3)</b>          | 1=No Block Watch, 2= Block Watch on part, 3= Complete Block watch area   |
| <b>Sidewalks (1-3)</b>            | 1= No sidewalk or paved shoulder, 2= Sidewalk; Needs improvement, 3= Good Sidewalks both sides   |
| <b>Lighting (1-3)</b>             | 1= No lighting, 2= Some lighting, 3= pedestrian scale lighting, lighting on façade   |
| <b>Garbage(1-3)</b>               | 1=No garbage cans, 2= some garbage cans, 3= garbage cans all along route   |
| <b>Traffic Speed (1-3)</b>        | 1= >40mph, 2= 30-40mph, 3=<30mph   |
| <b>Bike Route Condition (1-3)</b> | 1=No Bike Route, No room for bike route, 2= Bike route possibility, bike route in poor condition, needs improvement, 3= Optimal bike route       |



**Table 3: Project Prioritization Process**

| Project  | Location                                 | Level of Impact | Weighted Total | High need for improvement (*) | Weighted Total | Cost (**) | Safety Concerns (***) | Weighted Total | Total Points |
|--|--|-----------------|----------------|-------------------------------|----------------|-----------|-----------------------|----------------|--------------|
| <b>Route 1: 26th Ave. SW (SW Barton PI to SW 116th St)</b>   |  |                 |                |                               |                |           |                       |                |              |
| Improve crosswalk markings at intersections  | Along 26th Ave SW                        | 2               | 6              | 1                             | 3              | 3         | 1                     | 3              | 15           |
| Add mid block crosswalks   | Along 26th Ave SW                        | 2               | 6              | 1                             | 3              | 2         | 1                     | 3              | 14           |
| Curb extensions at mid-block crosswalk locations   | Along 26th Ave SW                        | 2               | 6              | 1                             | 3              | 1         | 1                     | 3              | 13           |
| <b>Route 2: Delridge Way, 16<sup>th</sup> Ave SW and 15th Ave SW (SW Henderson St to SW 116th St), Ambaum (SW 116<sup>th</sup> St to SW 128<sup>th</sup> St)</b> |  |                 |                |                               |                |           |                       |                |              |
| Repaint street lane markings   | 16th Ave SW                              | 1               | 3              | 2                             | 6              | 3         | 2                     | 6              | 18           |
| Install Vehicle Speed Radar Readerboard  | 16th Ave SW, south of SW 102nd St        | 1               | 3              | 2                             | 6              | 3         | 2                     | 6              | 18           |
| Pedestrian-scale street lighting   | Downtown                                 | 3               | 9              | 2                             | 6              | 1         | 2                     | 6              | 22           |
| Encourage business owners to keep lights on at night   | 16th Ave SW Downtown                     | 2               | 6              | 2                             | 6              | 3         | 2                     | 6              | 21           |
| Encourage business owners to place plantings in front entrances  | 16th Ave SW Downtown                     | 1               | 3              | 2                             | 6              | 3         | 2                     | 6              | 18           |
| Install Flashing Crosswalk   | Intersection, SW 110th St & 16th Ave. SW | 2               | 6              | 2                             | 6              | 2         | 2                     | 6              | 20           |
| Improve crosswalk markings at intersections  | SW Roxbury St to SW 107th St             | 2               | 6              | 2                             | 6              | 3         | 2                     | 6              | 21           |
| Install walkway and crosswalk  | 15th Ave SW and SW 107th St              | 2               | 6              | 2                             | 6              | 2         | 2                     | 6              | 20           |
| Improve aesthetics of vacant and private lots  | 15th Ave SW                              | 3               | 9              | 2                             | 6              | 2         | 2                     | 6              | 23           |
| Improve crosswalk markings at intersections  | Along Ambaum Blvd. SW                    | 1               | 3              | 3                             | 9              | 3         | 2                     | 6              | 21           |

\* High potential for improvement. Based on Matrix 1, Route Segment Analysis (1= Little Improvement 2= Moderate Improvement 3 = High level of improvement)

\*\* Cost (3= Low Cost, 2= Medium Cost, 1= High Cost)

\*\*\* Safety Concerns/ Auto/Pedestrian crashes (1=Low Concern, 2= Medium concern 3= High safety concern)

| Project  | Location   | Level of Impact | Weighted Total | High need for improvement (*) | Weighted Total | Cost (**) | Safety Concerns (***) | Weighted Total | Total Points |
|--|--|-----------------|----------------|-------------------------------|----------------|-----------|-----------------------|----------------|--------------|
| Install crosswalk countdown signals                                | Along Ambaum Blvd. SW                              | 2               | 6              | 3                             | 9              | 2         | 2                     | 6              | 23           |
| Feasibility study of Traffic Calming Measures along Ambaum curve   | Along Ambaum Blvd. SW                              | 3               | 9              | 3                             | 9              | 2         | 2                     | 6              | 26           |
| <b>Route 3: 12th Ave SW (SW Henderson St to S 128th St)</b>        |  |                 |                |                               |                |           |                       |                |              |
| Improve crosswalk markings at intersections                        | along 12th Ave SW                                  | 1               | 3              | 2                             | 6              | 3         | 2                     | 6              | 18           |
| Add mid block crossings  | along 12th Ave SW                                  | 2               | 6              | 2                             | 6              | 2         | 2                     | 6              | 20           |
| Install lighting along paved trail through parks                   | along paved trails                                 | 2               | 6              | 2                             | 6              | 1         | 2                     | 6              | 19           |
| Install path from White Center Park to reconnect with 12th Ave SW. | White Center Park through Coronado Springs         | 2               | 6              | 2                             | 6              | 1         | 2                     | 6              | 19           |
| Add 4 blocks of sidewalk to 12th Ave SW.                           | 12th Ave SW to south of SW 116 <sup>th</sup> St    | 1               | 3              | 2                             | 6              | 1         | 2                     | 6              | 16           |
| <b>Route 4: 8th Ave SW (SW Henderson St to SW 128th St)</b>        |  |                 |                |                               |                |           |                       |                |              |
| Improve crosswalk markings at intersections                        | SW 108 <sup>th</sup> St and 8 <sup>th</sup> Ave SW | 1               | 3              | 3                             | 9              | 3         | 1                     | 3              | 18           |
| Trim Tree Branches   | SW 108 <sup>th</sup> St and 8 <sup>th</sup> Ave SW | 1               | 3              | 3                             | 9              | 3         | 1                     | 3              | 18           |
| Install Crosswalk Signs  | SW 108 <sup>th</sup> St and 8 <sup>th</sup> Ave SW | 2               | 6              | 3                             | 9              | 3         | 1                     | 3              | 21           |
| Remove guard rails   | 8th Ave SW trail, south of SW 116 <sup>th</sup> St | 2               | 6              | 2                             | 6              | 2         | 1                     | 3              | 17           |
| Repair the cyclone fence   | North end of Lakewood Park                         | 2               | 6              | 2                             | 6              | 3         | 1                     | 3              | 18           |
| Install pedestrian-scale lighting through Lakewood Park            | Lakewood Park                                      | 2               | 6              | 2                             | 6              | 1         | 1                     | 3              | 16           |
| Wayfinding in/to Lakewood Park                                     | Lakewood Park                                      | 2               | 6              | 2                             | 6              | 2         | 1                     | 3              | 17           |

\* High potential for improvement. Based on Matrix 1, Route Segment Analysis (1= Little Improvement 2= Moderate Improvement 3 = High level of improvement)

\*\* Cost (3= Low Cost, 2= Medium Cost, 1= High Cost)

\*\*\* Safety Concerns/ Auto/Pedestrian crashes (1=Low Concern, 2= Medium concern 3= High safety concern)





| Project   | Location  | Level of Impact | Weighted Total | High need for improvement (*) | Weighted Total | Cost (*) | Safety Concerns (***) | Weighted Total | Total Points |
|---|---|-----------------|----------------|-------------------------------|----------------|----------|-----------------------|----------------|--------------|
| Lakewood Park non-paved trail improvements/maintenance      | Lakewood Park   | 3               | 9              | 2                             | 6              | 2        | 1                     | 3              | 20           |
| Widen and define the shoulders                              | 8th Ave SW, from SW 108 <sup>th</sup> St to SW 102nd St | 2               | 6              | 3                             | 9              | 2        | 1                     | 3              | 20           |
| Install four blocks or sidewalks                            | 8th Ave SW, from SW 108 <sup>th</sup> St to SW 102nd St | 3               | 9              | 3                             | 9              | 1        | 1                     | 3              | 22           |
| <b>Route 5: 4th Ave SW (SW Roxbury St to S 128th St)</b>    |   |                 |                |                               |                |          |                       |                |              |
| Move cyclone fence to increase pedestrian space             | West side of 4th Ave. SW, 115th-108th                   | 2               | 6              | 2                             | 6              | 1        | 1                     | 3              | 16           |
| Add shade trees   | 4th Ave. SW, 108th-104th                                | 2               | 6              | 2                             | 6              | 1        | 1                     | 3              | 16           |
| <b>Route 6: SW Henderson St (26th Ave SW to 9th Ave SW)</b> |   |                 |                |                               |                |          |                       |                |              |
| Repaint "school zone" marking                               | 12th and Henderson                                      | 1               | 3              | 2                             | 6              | 3        | 1                     | 3              | 15           |
| Improve crosswalk markings at intersections                 | 11th and SW Henderson St                                | 1               | 3              | 2                             | 6              | 3        | 1                     | 3              | 15           |
| Add additional street trees to provide shade                | Along SW Henderson St                                   | 1               | 3              | 2                             | 6              | 3        | 1                     | 3              | 15           |
| <b>Route 7: SW Roxbury St (26th Ave SW to 4th Ave SW)</b>   |   |                 |                |                               |                |          |                       |                |              |
| Remove parking  | 15th Ave SW-17th Ave SW                                 | 2               | 6              | 3                             | 9              | 3        | 3                     | 9              | 27           |
| Gateway treatment to White Center Downtown                  | 15th Ave SW-17th Ave SW                                 | 3               | 9              | 3                             | 9              | 1        | 3                     | 9              | 28           |
| Install pedestrian countdown signals                        | 15th, 16th, 17th Ave SW                                 | 2               | 6              | 3                             | 9              | 2        | 3                     | 9              | 26           |
| Left Turn Signal for Westbound Traffic                      | 26th Ave SW   | 2               | 6              | 3                             | 9              | 1        | 3                     | 9              | 25           |
| Left Turn Signal for Westbound Traffic                      | 16th Ave SW   | 2               | 6              | 3                             | 9              | 1        | 3                     | 9              | 25           |
| Left Turn Signal for Westbound Traffic                      | 15th Ave SW   | 2               | 6              | 3                             | 9              | 1        | 3                     | 9              | 25           |

\* High potential for improvement. Based on Matrix 1, Route Segment Analysis (1= Little Improvement 2= Moderate Improvement 3 = High level of improvement)

\*\* Cost (3= Low Cost, 2= Medium Cost, 1= High Cost)

\*\*\* Safety Concerns/ Auto/Pedestrian crashes (1=Low Concern, 2= Medium concern 3= High safety concern)

| Project  | Location   | Level of Impact | Weighted Total | High need for improvement (*) | Weighted Total | Cost (*) | Safety Concerns (***) | Weighted Total | Total Points |
|--|--|-----------------|----------------|-------------------------------|----------------|----------|-----------------------|----------------|--------------|
| <b>Route 8: SW 98th St (26th Ave SW to 4th Ave SW)</b>   |  |                 |                |                               |                |          |                       |                |              |
| Mark shoulder to designate walkway   | SW 98th St (26 <sup>th</sup> Ave SW to 17 <sup>th</sup> Ave SW)              | 2               | 6              | 2                             | 6              | 2        | 2                     | 6              | 20           |
| Restore and enhance pedestrian/bicycle corridor  | SW 98th St (11 <sup>th</sup> Ave SW to 16 <sup>th</sup> Ave SW)              | 3               | 9              | 2                             | 6              | 1        | 2                     | 6              | 22           |
| <b>Route 9: SW 102nd St (20th Ave SW to 4th Ave SW)</b>  |  |                 |                |                               |                |          |                       |                |              |
| Add connection through park either with trail or stairway  | North Shorewood Park   | 2               | 6              | 2                             | 6              | 1        | 2                     | 6              | 19           |
| Cover ditch, widen shoulder with asphalt and add street lines  | SW 102 <sup>nd</sup> St (17 <sup>th</sup> Ave SW to 20 <sup>th</sup> Ave SW) | 3               | 9              | 2                             | 6              | 1        | 2                     | 6              | 22           |
| <b>Route 10: SW 106th/107th/108th (26th Ave SW to 4th Ave SW)</b>  |  |                 |                |                               |                |          |                       |                |              |
| Feasibility study of Traffic Calming Measures  | SW 107th St and 12 <sup>th</sup> Ave SW                                      | 2               | 6              | 2                             | 6              | 2        | 2                     | 6              | 20           |
| Improve crosswalk markings at intersections  | Along route  | 2               | 6              | 2                             | 6              | 3        | 2                     | 6              | 21           |
| Add mid block crossings  | along route  | 2               | 6              | 2                             | 6              | 2        | 2                     | 6              | 20           |
| Curb extensions at crosswalk location  | SW 107 <sup>th</sup> St and 14 <sup>th</sup> Ave SW intersection             | 2               | 6              | 2                             | 6              | 1        | 2                     | 6              | 19           |
| <b>Route 11: SW 116<sup>th</sup> St (26<sup>th</sup> Ave SW to 4th Ave. SW), SW 114<sup>th</sup> St (16<sup>th</sup> Ave SW to 10th Ave. SW)</b> |  |                 |                |                               |                |          |                       |                |              |
| Upgrade to pedestrian safety devices   | along route  | 2               | 6              | 2                             | 6              | 2        | 2                     | 6              | 20           |
| Feasibility study of Traffic Calming Measures  | SW 116 <sup>th</sup> St  | 2               | 6              | 2                             | 6              | 2        | 2                     | 6              | 20           |
| Curb extensions at mid-block crosswalk locations   | along route  | 2               | 6              | 2                             | 6              | 1        | 2                     | 6              | 19           |
| Add mid block crossings  | along route  | 1               | 3              | 2                             | 6              | 2        | 2                     | 6              | 17           |

\* High potential for improvement. Based on Matrix 1, Route Segment Analysis (1= Little Improvement 2= Moderate Improvement 3 = High level of improvement)

\*\* Cost (3= Low Cost, 2= Medium Cost, 1= High Cost)

\*\*\* Safety Concerns/ Auto/Pedestrian crashes (1=Low Concern, 2= Medium concern 3= High safety concern)



| Project  | Location    | Level of Impact | Weighted Total | High need for improvement (*) | Weighted Total | Cost (*) | Safety Concerns (***) | Weighted Total | Total Points |
|--|-------------|-----------------|----------------|-------------------------------|----------------|----------|-----------------------|----------------|--------------|
| <b>Route 12: SW 128<sup>th</sup> St (Ambaum Blvd. SW to 4<sup>th</sup> Ave SW)</b> |             |                 |                |                               |                |          |                       |                |              |
| Upgrade to pedestrian safety devices   | along route | 2               | 6              | 2                             | 6              | 2        | 1                     | 3              | 17           |
| Add mid block crossings  | along route | 2               | 6              | 2                             | 6              | 2        | 1                     | 3              | 17           |
| Feasibility study of Traffic Calming Measures                                      | along route | 2               | 6              | 2                             | 6              | 1        | 1                     | 3              | 16           |

\* High potential for improvement. Based on Matrix 1, Route Segment Analysis (1= Little Improvement 2= Moderate Improvement 3 = High level of improvement)

\*\* Cost (3= Low Cost, 2= Medium Cost, 1= High Cost)

\*\*\* Safety Concerns/ Auto/Pedestrian crashes (1=Low Concern, 2= Medium concern 3= High safety concern)

## Appendix 1.11: Alternative Approaches for Improving Pedestrian Safety

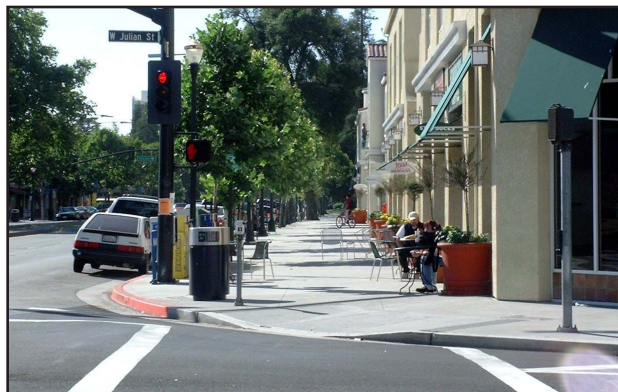
### Physical Improvements

Pedestrian safety improvements which help create more walkable neighborhoods can be implemented using engineering solutions. There are numerous guidelines which lay out specific designs and costs for these applications. Projects have been implemented in White Center utilize many of these applications, such as installing crosswalks on SW 98<sup>th</sup> Street or adding lighting along 16<sup>th</sup> Avenue SW in the White Center Downtown. The full list of improvement projects is presented in **Appendix 1.7: Improvement Projects Implemented by King County**.

While many engineering solutions are needed in certain locations, it may be too costly to create a walkable neighborhood by employing these designs in all situations.

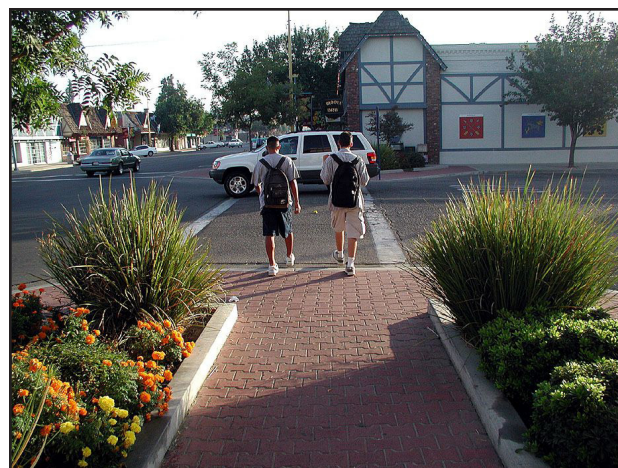
Physical improvement solutions are divided into several categories:

**Pedestrian Facility Design:** One of the most important techniques to provide a safe walking environment is to buffer pedestrians from traffic, which is shown in the picture to the right. Recommended buffer zones are 4-6 feet and consist of on-street parking, bicycle lanes, landscape strips and street furniture. Other facilities which create a safe walking environment include sidewalks, curb ramps, such as the one in the picture to the right, marked crosswalks and enhancements, transit stop treatments, lighting improvements, pedestrian overpasses/underpasses, and street furniture. The goal should be to create continuous walkways, accessible to all people, which are safe, accessible, and aesthetically pleasing (Harkey and Zegeer, 52, 2004).



Source: City of Palo Alto Website. "PTOD Frequently Asked Questions." May 17, 2007  
<<http://www.city.palo-alto.ca.us/planning-community/FAQ.html>>

**Pedestrian Buffer:** On-street parking, street trees and wide pedestrian walkway.



Source: Pedestrian and Bicycle Information Center. "Image Library: Pedestrian and Bicycle Information Center." PBIC. May 10, 2007

**Curb Ramp with Marked Crosswalk.**

**Roadway Design:** The design of roadways affects how safely and easily pedestrians can cross streets. Treatments to roadway design include marked bicycle lanes, roadway narrowing, lane reduction, driveway improvements, raised medians, one-way/two-way street conversions, curb radius reduction, and improved right-turn slip-lane.

**Intersection Design:** Measures aimed at improving intersection safety and mobility are roundabouts, modified t-intersections and intersection median barriers.







Source: Pedestrian and Bicycle Information Center. "Image Library: Pedestrian and Bicycle Information Center." PBIC. May 10, 2007 <<http://www.pedbikeimages.org/index.cfm>>

Example of a Chicane.

### Traffic Calming:

Traffic calming improves safety for pedestrians without relying on traffic control devices and police enforcement. Visual clues such as landscaping and lighting encourage people to drive slower. Traffic calming includes the following measures: curb extensions, chokers, crossing islands, chicanes, mini-circles, speed humps, speed tables, raised intersections, raised pedestrian crossings, gateways, landscaping, specific paving treatments, serpentine design, and woonerf streets.



Source: Pedestrian and Bicycle Information Center. "Image Library: Pedestrian and Bicycle Information Center." PBIC. May 10, 2007 <<http://www.pedbikeimages.org/index.cfm>>

Example of a Woonerf.



Source: Pedestrian and Bicycle Information Center. "Image Library: Pedestrian and Bicycle Information Center." PBIC. May 10, 2007 <<http://www.pedbikeimages.org/index.cfm>>

Example of a Speed Hump.



Source: Pedestrian and Bicycle Information Center. "Image Library: Pedestrian and Bicycle Information Center." PBIC. May 10, 2007 <<http://www.pedbikeimages.org/index.cfm>>

Street Trees.





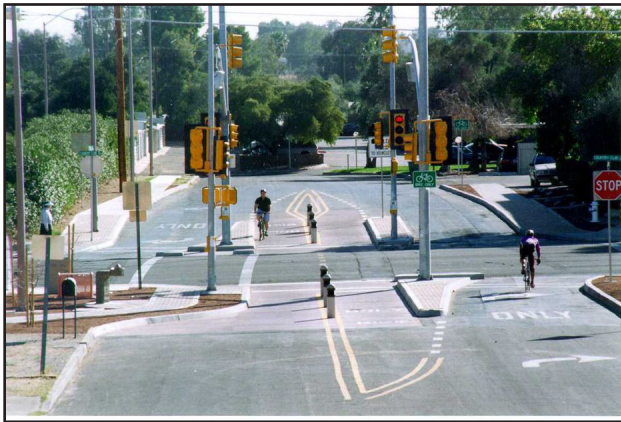
Source: Pedestrian and Bicycle Information Center. "Image Library: Pedestrian and Bicycle Information Center." PBIC. May 10, 2007 <<http://www.pedbikeimages.org/index.cfm>>

Example of Pedestrian Mall.



Source: Pedestrian and Bicycle Information Center. "Image Library: Pedestrian and Bicycle Information Center." PBIC. May 10, 2007 <<http://www.pedbikeimages.org/index.cfm>>

Example of a Painted Curb.



Source: Pedestrian and Bicycle Information Center. "Image Library: Pedestrian and Bicycle Information Center." PBIC. May 10, 2007 <<http://www.pedbikeimages.org/index.cfm>>

Example of Diverter.



Source: Pedestrian and Bicycle Information Center. "Image Library: Pedestrian and Bicycle Information Center." PBIC. May 10, 2007 <<http://www.pedbikeimages.org/index.cfm>>

Example Advanced Stop Lines.

**Traffic Management:** The use of traditional traffic control devices to manage traffic differs from traffic calming which deals with traffic once it is on the street. Traffic management devices include diverters, full street closure, partial street closure, and pedestrian malls.

**Signals and Signs:** Traffic control devices to improve pedestrian safety include traffic signals, pedestrian signals, pedestrian signal timing, traffic signal enhancements, right-turn-on-red restrictions, advanced stop lines, curb painting and signing.

## Perception

Changing the perception of crime and creating a neighborhood identity is arguably one of the most effective tools to improve the safety of a neighborhood. The following section lists several techniques to address public safety to ultimately improve walkability.

- Block Watch Program
- Signage and Wayfinding
- Police Enforcement
- Community Initiatives
- Pedestrian Safety Education Campaign





## Appendix 1.12: Information for Pedestrian Safety

### Grants

Grants are available at all jurisdictional levels and can help fund projects of all sizes. Grants have specific criteria that must be met before a project is eligible for funding. They are highly competitive because the money does not need to be paid back. Reporting procedures and accountability are common requirements for grants. Matching requirements of a certain percentage are required for some grants, but many do not require matching equity from the project developer to receive the funding. The following grants are available in Washington State and are applicable to the pedestrian safety section of the neighborhood plan. For a complete list of grants and additional information, see Table 1: Current Grant Contacts and Information.

- Safe Routes to School: The Department of Transportation (WSDOT) provides state and federal funding for the Safe Routes to School Program. The purpose of this program is to provide children a safe, healthy alternative to riding the bus or being driven to school. There is approximately \$612 million annually available at the federal level, and the project must have an infrastructure, education, and enforcement component. The location of the project must be within two miles of a school, and the deadline for the grant application is early October of each year.
- Pedestrian Bicycle and Safety Program: The Department of Transportation (WSDOT) provides state funding for the Pedestrian Bicycle and Safety Program. The purpose of the Pedestrian and Bicycle Safety program is to aid public agencies in funding cost-

**Table 1: Current Grant Contacts & Information (as of May 2007)**

| Pedestrian Safety Grants                    | Contact Person  | Link for Additional Information   |
|---|---|---|
| Safe Routes to School                       | Charlotte Claybrooke at 360-705-7302 or claybrc@wsdot.wa.gov                                      | <a href="http://www.wsdot.wa.gov/TA/ProgMgt/Grants/Safe_Routes.htm">http://www.wsdot.wa.gov/TA/ProgMgt/Grants/Safe_Routes.htm</a>                     |
| Traffic Safety Near Schools Grant program   | Tim Hostetler WSDOT's Northwest Region 360-757-5981 HostetT@wsdot.wa.gov                          | <a href="http://www.wsdot.wa.gov/bike/Recent_Projects.htm">http://www.wsdot.wa.gov/bike/Recent_Projects.htm</a>                                       |
| Small City Sidewalk Program                 | Greg Armstrong at (360) 586-1142 or via e-mail at GregA@TIB.wa.gov                                | <a href="http://www.tib.wa.gov/SmallCity/SCPSMP.htm">http://www.tib.wa.gov/SmallCity/SCPSMP.htm</a>   |
| Small City Sidewalk Program                 | Greg Armstrong at (360) 586-1142 or via e-mail at GregA@TIB.wa.gov                                | <a href="http://www.tib.wa.gov/Urban/PSMP.htm">http://www.tib.wa.gov/Urban/PSMP.htm</a>   |
| Washington Traffic Safety Commission Grants | Lynn Drake, Program Manager, 360-586-3484, ldrake@wtsc.wa.gov                                     | <a href="http://www.wtsc.wa.gov/business/grants.htm">http://www.wtsc.wa.gov/business/grants.htm</a>   |
| Transportation Enhancement Program          | Stephanie Tax, 360-705-7389, TaxS@wsdot.wa.gov<br>Dave Kaiser, 360-705-7381, KaiserD@wsdot.wa.gov | <a href="http://www.wsdot.wa.gov/TA/ProgMgt/Grants/Enhance.htm">http://www.wsdot.wa.gov/TA/ProgMgt/Grants/Enhance.htm</a>                             |
| National Recreational Trails Program        | Darrell Jennings, darrellj@iac.wa.gov 306-902-3020  | <a href="http://www.iac.wa.gov/iac/grants/nrtp.htm">http://www.iac.wa.gov/iac/grants/nrtp.htm</a>   |
| Intersection and Corridor Safety Program    | Ed Conyers, PE, (206) 440-4734, ConyerE@wsdot.wa.gov  | <a href="http://www.wsdot.wa.gov/TA/ProgMgt/Grants/Intersection_Corridor.htm">http://www.wsdot.wa.gov/TA/ProgMgt/Grants/Intersection_Corridor.htm</a> |

effective projects that improve bicycle and pedestrian improvements. The deadline for applications is in September.

- Washington Wildlife and Recreation Program: The Interagency Committee for Outdoor Recreation provides state funds for acquisition and development of local and state parks, water access sites, trails, critical wildlife habitat, natural areas, and urban wildlife habitat. The Youth Athletic Facilities grant could be used to enhance White Center destinations such as Lakewood Park and White Center Park. The deadline is March for letters of intent and May for the complete applications.
- Small City Sidewalk Program: The Transportation Improvement Board provides state gas tax funds for pedestrian projects. These projects improve safety, provide access, and address system continuity and connectivity. The program is on an annual cycle, and the deadline is in August.
- Washington Traffic Safety Commission Grants: Grants are available to qualified agencies and organizations within Washington State to fund innovative programs, projects, services, and strategies to reduce the number of deaths, injuries and property damage that result from traffic crashes. Every year, WTSC receives approximately \$5,000,000 to disperse for eligible projects. The two grants that would most benefit White Center with regards to pedestrian safety are the Project grant and the School Zone Flashing Lights grant.
- Transportation Enhancement Grants: The purpose of the transportation enhancement program is to fund projects that allow communities to strengthen the local economy,

improve the quality of life, enhance the travel experience for people traveling by all modes, and protect the environment.

- National Recreational Trails Program: The Interagency Committee for Outdoor Recreation provides federal funding to rehabilitate and maintain recreational trails and facilities that provide a backcountry experience. This grant also applies to urban areas. Eligible projects include maintenance of recreational trails, development of trail-side and trail-head facilities, construction of new trails, operation of environmental education, and trail safety programs.
- Intersection and Corridor Safety Program: WSDOT provides federal funding to safety improvement projects that eliminate or reduce fatal or injury accidents by identifying and correcting hazardous locations, sections and/or elements. These include activities for resolving safety problems at hazardous locations and sections, and roadway elements that constitute a danger to motorists, pedestrians, and/or bicyclists.
- Community Development Block Grants (CDBG) are available to White Center. A program of the US Department of Housing and Urban Development, CDBG is used for revitalizing neighborhoods comprised primarily of low and moderate income persons. This grant can be used for the construction of public facilities and improvements. Applications are due in May with funding typically available by July.

#### Internal Sources

Internal sources for funding are another approach that White Center can take to fund pedestrian safety projects. Internal sources come directly from within the White Center community. The



challenge with this form of funding is that it either requires a regulatory action to enforce payment from within the community or it is voluntary which may result in minimal support. The following examples are types of internal sourcing that could occur in White Center: Local Improvement District, Business Commercial Association, and Developer Improvements.

A Local Improvement District is a joint program among business owners in which they contribute funding and resources towards specific projects within White Center. A Business Commercial Association is a similar entity except that their resources are contributed toward more general projects within the community.

Developer Improvements is a regulatory tool that requires owners to provide frontage improvements to their property if they meet specific requirements. An example would be if the market value of their property increased above 50% of the assessed value.

Internal sources of funding are complimented best with grants that require matching funds for satisfying larger and more expensive projects. When organized efficiently with high community buy in, internal sources of funding can also be used to support low interest or interest free loans that are available for improving communities.

#### King County

The final source of funding is the King County Capital Improvement Program. In 2007, \$369,582 was available for non-motorized transportation projects throughout unincorporated King County (King County Website, 2007). Although this type of funding for pedestrian related projects in the near term is possible, it is a limited amount of money that is available for a large area of King County. Furthermore, the primary focus for King County is the SW 98<sup>th</sup> Street Corridor that

connects the Greenbridge housing development with White Center's Business District. (**Appendix 1.9** has more information regarding Possible 98<sup>th</sup> Street Improvements).

## Appendix 1.13: Criteria for Pedestrian and Bicycle Wayfinding for White Center

### Criteria for Pedestrian Wayfinding

#### Location of Wayfinding:

- Map kiosks in parks & Downtown area . [Key landmarks and significant cultural and commercial areas are shown on kiosks and a “you are here” star. Key landmarks and significant cultural and commercial areas are shown and a “You Are Here” star indicates the center of a 10-minute walking radius that helps users determine walking distance to destinations.]<sup>1</sup>
- Should be provided around bus stops
- Should be located where pedestrian navigation is difficult
- Should be located in areas that visitors typically frequent
- Should be located along routes where promotional programs encourage increased pedestrian usage<sup>2</sup>

#### Wayfinding should direct people to:

- Places with significant pedestrian travel
- targeted increases of pedestrian travel
- Businesses
- Places to bring visibility and awareness to landmarks<sup>3</sup>
- Locations within the route
- Themed walking routes; historic/ education, natural history; promotion of diversity and culture

#### Appearance of Wayfinding:

- Color-coded by route
- Should have street-level vitality
- Should be legible
- Appearance that allows for low maintenance and replacement costs<sup>4</sup>
- Should clearly provide the information people need to comfortably access area destinations, attractions, parks, historic sites and other *public* destinations.<sup>5</sup>

### Criteria for Bicycle Wayfinding

#### Location of Wayfinding:

- Placed Every ¼ Mile
- Placed After Every Turn
- Placed After Every “Major” Signalized Intersection
- Placed at Intersecting Routes/Decision Points

#### Wayfinding should direct people according to:

- Direction
- Destination
- Distance

#### Wayfinding should be:

- Upgradeable and Expandable
- Use a bike symbol<sup>6</sup>



1 <http://www.upenn.edu/almanac/v48/n08/UCDsigns.html>

2 [http://www.arlingtonva.us/departments/EnvironmentalServices/dot/planning/mplan/mtp/images/Pedestrian%20Appendix%20A%206\\_22\\_06.pdf](http://www.arlingtonva.us/departments/EnvironmentalServices/dot/planning/mplan/mtp/images/Pedestrian%20Appendix%20A%206_22_06.pdf)

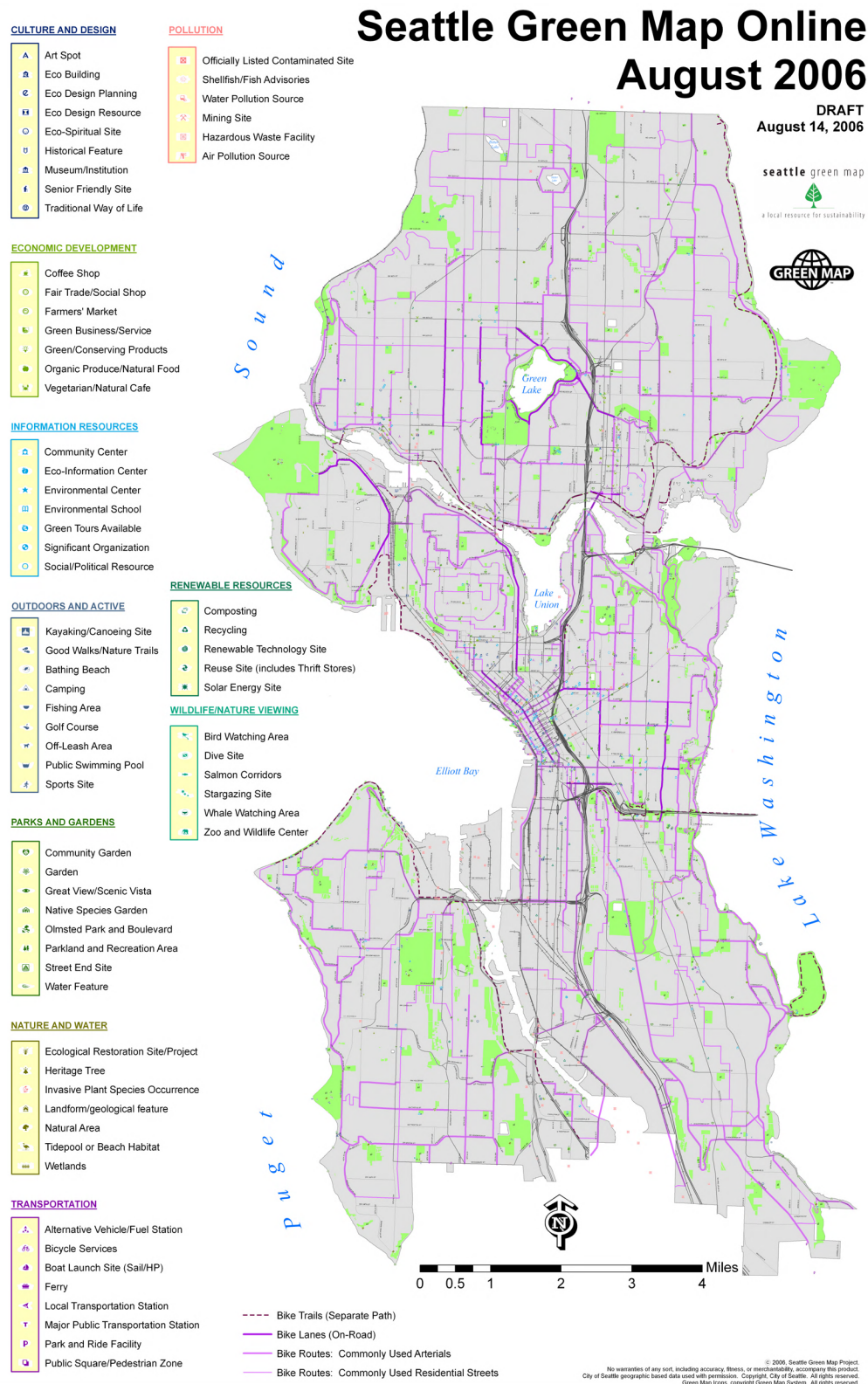
3 <http://www.portlandonline.com/transportation/index.cfm?c=eafaa>

4 [http://www.cityofenglewood.org/Wayfinding\\_main.html](http://www.cityofenglewood.org/Wayfinding_main.html)

5 <http://www.atlantadowntown.com/Plans%20and%20Documents/Wayfinding%20Presentation%205.18.05.pdf>

6 <http://www.mwcog.org/uploads/committee-documents/oVd-cXl020070322142248.pdf>

Appendix 1.14: Seattle Green Map



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Green Map logo, copyright Green Map System. All rights reserved.



## Appendix 1.15: Complete Project List

| <b>Goal: To ensure that pedestrian destinations have safe, direct connections that are free from barriers.</b> |  |  |                     |              |             |
|--|--|--|---------------------|--------------|-------------|
| Project  | Location   | Potential Funding                          | Timeline (in years) |              |             |
|  |  |  | Short (0-2)         | Medium (3-5) | Long (6-10) |
| Connect 12 <sup>th</sup> Avenue SW to White Center Park  | <b>Route 3:</b> SW 102 <sup>nd</sup> Street to SW 107 <sup>th</sup> Street | Transportation enhancement grants          |                     |              | <b>x</b>    |
| Install signs to improve wayfinding in Lakewood Park   | <b>Route 4:</b> 8 <sup>th</sup> Avenue SW                                  | Washington wildlife and recreation program |                     | <b>x</b>     |             |
| Remove two guardrails that block 8 <sup>th</sup> Avenue SW trail   | <b>Route 4:</b> South of SW 116 <sup>th</sup> Street                       | National recreational trails program       |                     | <b>x</b>     |             |
| Improve non-paved trails in Lakewood Park  | <b>Route 4:</b> 8 <sup>th</sup> Avenue SW                                  | National recreational trails program       |                     | <b>x</b>     |             |





| <b>Goal: To increase awareness of pedestrian issues, and increase the number of people who choose pedestrian travel as a mode of transportation.</b> |  |  |                            |                     |                    |
|--|--|--|----------------------------|---------------------|--------------------|
| <b>Project</b>   | <b>Location</b>  | <b>Potential Funding</b>   | <b>Timeline (in years)</b> |                     |                    |
|  |  |  | <b>Short (0-2)</b>         | <b>Medium (3-5)</b> | <b>Long (6-10)</b> |
| "White Center Walks" campaign  | <b>Neighborhood-wide</b>                                 | Business improvement District  | <b>x</b>                   |                     |                    |
| Improve neighborhood Blockwatch groups   | <b>Neighborhood-wide</b>                                 | Business improvement District  | <b>x</b>                   |                     |                    |
| Additional police presence in areas of concern   | <b>Neighborhood-wide</b>                                 | King County Sheriff and City of Seattle  | <b>x</b>                   |                     |                    |
| Install vehicle speed radar reader board   | <b>Route 2:</b> 16th Avenue SW, south of SW 102nd Street | Contact King County at 206-296-3323 for free temporary usage of the speed radar reader board | <b>x</b>                   |                     |                    |
| Design an evaluation tool of pedestrian improvements   | <b>Neighborhood-wide</b>                                 | Business improvement District  | <b>x</b>                   |                     |                    |

**Goal: To improve quality of the pedestrian experience through design, infrastructure, and maintenance.**

| Project   | Location  | Potential Funding                    | Timeline (in years) |              |             |
|---|---|--------------------------------------|---------------------|--------------|-------------|
|   |   |                                      | Short (0-2)         | Medium (3-5) | Long (6-10) |
| Trim tree branches on routes                                  | <b>Route 4:</b> SW 108th Street and 8th Avenue SW         | King County Maintenance Division     | x                   |              |             |
| Repair the cyclone fence                                      | <b>Route 4:</b> 8th Avenue SW; North end of Lakewood Park | King County Maintenance Division     | x                   |              |             |
| Community clean-ups   | <b>Neighborhood-wide</b>                                  | Business improvement District        | x                   |              |             |
| Add additional street trees to provide shade                  | <b>Route 6:</b> SW Henderson Street                       | King County Capital Improvement Plan |                     | x            |             |
| Improve aesthetics of vacant and private lots                 | <b>Route 2:</b> 15th Avenue SW                            | Business improvement District        |                     |              | x           |
| Add gateway features to downtown                              | <b>Route 7:</b> SW Roxbury Street                         | Business improvement District        |                     |              | x           |
| Create a wayfinding system that works for the community       | <b>Neighborhood-wide</b>                                  | Small City Sidewalk Program          |                     | x            |             |
| Install pedestrian-scale lighting in key areas                | <b>Neighborhood-wide</b>                                  | Transportation Enhancement Grants    |                     |              | x           |
| Encourage business owners to keep lights on after hours       | <b>Route 2:</b> 16th Avenue SW                            | Business improvement District        | x                   |              |             |
| Encourage business owners to put plantings in front entrances | <b>Route 2:</b> 16th Avenue SW                            | Volunteer                            | x                   |              |             |
| Restore and enhance pedestrian corridor                       | <b>Route 8:</b> SW 98th Street                            | King County Capital Improvement Plan |                     | x            | x           |



| <b>Goal: To improve actual and perceived pedestrian safety.</b>         |  |  |                     |              |             |
|---|--|--|---------------------|--------------|-------------|
| Project   | Location   | Potential Funding  | Timeline (in years) |              |             |
|   |  |  | Short (0-2)         | Medium (3-5) | Long (6-10) |
| Improve crosswalk markings at intersections                             | <b>Route 1:</b> 26th Avenue SW<br><b>Route 2:</b> Ambaum Boulevard SW<br><b>Route 2:</b> SW Roxbury Street to SW 107th Street<br><b>Route 3:</b> 12th Avenue SW<br><b>Route 4:</b> SW 108th Street and 8th Avenue SW<br><b>Route 6:</b> 11th Avenue SW and Henderson Place SW<br><b>Route 10:</b> SW 106th/107th/108th Streets | Contact King County Pavement Marking Group at 206-296-6596 | x                   |              |             |
| Repaint street lane markings  | <b>Route 2:</b> 16th Avenue SW   | Contact King County Pavement Marking Group at 206-296-6596 | x                   |              |             |
| Install crosswalk signs   | <b>Route 4:</b> SW 108th Street and 8th Avenue SW  | Pedestrian Bicycle and Safety Program                      | x                   |              |             |
| Repaint "school zone" marking   | <b>Route 6:</b> 12th Avenue SW and Henderson Place SW  | Contact King County Pavement Marking Group at 206-296-6596 | x                   |              |             |
| Remove parking  | <b>Route 7:</b> 15th Avenue SW to 17th Avenue SW   | King County Roads Division                                 | x                   |              |             |
| Install flags to better identify pedestrians when crossing              | <b>High traffic intersections and near schools throughout the neighborhood</b>   | Pedestrian Bicycle and Safety Program                      | x                   |              |             |
| Explore feasibility of mid-block crosswalks to shorten walking distance | <b>Route 1:</b> 26th Avenue SW<br><b>Route 3:</b> 12th Avenue SW<br><b>Route 10:</b> SW 106th/107th/108th Street<br><b>Route 11:</b> SW 116th Street<br><b>Route 12:</b> SW 128th Street   | Transportation Enhancement Grants                          |                     | x            |             |
| Install crosswalk with flashing light                                   | <b>Route 2:</b> 16th Avenue SW and SW 110th Street   | Washington Traffic Safety Commission Grants                |                     | x            |             |
| Install walkway and crosswalk at intersection                           | <b>Route 2:</b> 15th Avenue SW and SW 107th Street   | Safe Routes to School                                      |                     | x            |             |
| Install countdown crosswalk signals                                     | <b>Route 2:</b> Ambaum Boulevard SW and 16th Avenue SW<br><b>Route 7:</b> SW Roxbury Street at 15th, 16th, and 17th Avenue SW.   | Washington Traffic Safety Commission Grants                |                     | x            |             |
| Feasibility study on traffic calming measures                           | <b>Route 2:</b> Ambaum Boulevard SW<br><b>Route 10:</b> SW 107th Street and 12th Avenue SW<br><b>Route 10:</b> SW 108th Street<br><b>Route 11:</b> SW 116th Street<br><b>Route 12:</b> SW 128th Street   | Intersection and Corridor Safety Program                   |                     | x            |             |
| Widen and define shoulders  | <b>Route 4:</b> SW 108th Street to SW 102nd Street   | Pedestrian and Bicycle Safety Program                      |                     | x            |             |

**Goal: To improve actual and perceived pedestrian safety (CONTINUED).**

| Project   | Location  | Potential Funding  | Timeline (in years) |              |             |
|---|---|--|---------------------|--------------|-------------|
|   |   |  | Short (0-2)         | Medium (3-5) | Long (6-10) |
| Mark shoulder to designate walkway                                      | <b>Route 8:</b> 26 <sup>th</sup> Avenue SW to 17 <sup>th</sup> Avenue SW  | Contact King County Pavement Marking Group at 206-296-6596 |                     | x            |             |
| Upgrade pedestrian safety devices                                       | <b>Route 11:</b> SW 116 <sup>th</sup> Street<br><b>Route 12:</b> SW 128 <sup>th</sup> Street  | Small City Sidewalk Program                                |                     | x            |             |
| Explore feasibility and warrants for enclosing existing ditches         | <b>Other:</b> SW 100 <sup>th</sup> Street between 11 <sup>th</sup> Avenue SW and 14 <sup>th</sup> Avenue SW<br><b>Route 9:</b> 102 <sup>nd</sup> St between 17 <sup>th</sup> Avenue SW and 20 <sup>th</sup> Avenue SW                   | Pedestrian and Bicycle Safety Program                      |                     | x            |             |
| Explore feasibility of curb extensions at mid-block crosswalk locations | <b>Route 1:</b> 26 <sup>th</sup> Avenue SW<br><b>Route 10:</b> SW 106 <sup>th</sup> /107 <sup>th</sup> /108 <sup>th</sup> Street<br><b>Route 11:</b> SW 116 <sup>th</sup> Street  | Small City Sidewalk Program                                |                     |              | x           |
| Add sidewalks   | <b>Route 3:</b> 12 <sup>th</sup> Avenue SW at SW 116 <sup>th</sup> Street to Ambaum Boulevard SW<br><b>Route 4:</b> Along the western side of 8 <sup>th</sup> Avenue SW from SW 108 <sup>th</sup> Street to SW 102 <sup>nd</sup> Street | Safe Routes to School                                      |                     |              | x           |
| Widen pedestrian space  | <b>Route 5:</b> 4 <sup>th</sup> Avenue SW   | King County Capital Improvement Program                    |                     |              | x           |
| Install left turn signals   | <b>Route 7:</b> SW Roxbury Street at 26 <sup>th</sup> Avenue SW<br><b>Route 7:</b> SW Roxbury Street at 15 <sup>th</sup> Avenue SW<br><b>Route 7:</b> SW Roxbury Street at 16 <sup>th</sup> Avenue SW                                   | Intersection and Corridor Safety Program, City of Seattle  |                     |              | x           |
| Provide sidewalk and enclose ditches                                    | <b>Other:</b> 17 <sup>th</sup> Avenue SW between SW 100 <sup>th</sup> Street and SW 107 <sup>th</sup> Street  | King County Capital Improvement Program                    |                     | x            |             |
| Construct walkway   | <b>Other:</b> 28 <sup>th</sup> Avenue S. between SW 104 <sup>th</sup> Street and SW 116 <sup>th</sup> Street<br><b>Other:</b> South side of road at SW 120 <sup>th</sup> Street and 11 <sup>th</sup> Place SW                           | King County Capital Improvement Program                    |                     | x            |             |



**Goal: To create a community that supports and encourages bicycling as a mode of transportation.**

| Project                                     | Location          | Potential Funding                     | Timeline (in years) |              |             |
|---|-------------------|---------------------------------------|---------------------|--------------|-------------|
|   |                   |                                       | Short (0-2)         | Medium (3-5) | Long (6-10) |
| Install bicycle wayfinding system           | On bicycle routes | Pedestrian and bicycle safety program |                     | x            |             |
| Improve bicycle routes through White Center | On bicycle routes | Pedestrian and bicycle safety program |                     | x            |             |

|  |
|--|
|  |
|--|

## Appendix 2: Downtown Element

### Appendix 2.1: Business Inventory Details

**Table 1: Business District Inventory**

| Business Type              |            | Retail                 |           | Services                   |           |
|----------------------------|------------|------------------------|-----------|----------------------------|-----------|
| Grocery                    | 10         | Adult                  | 4         | Automotive                 | 11        |
| Restaurant                 | 33         | Automotive             | 2         | Banking                    | 3         |
| Retail                     | 28         | Bookstore              | 1         | Beauty                     | 12        |
| Retail/Services            | 8          | Cell Phones            | 2         | Boat                       | 1         |
| Services                   | 70         | Clothing               | 4         | Business                   | 6         |
| <b>TOTAL</b>               | <b>106</b> | Computers              | 1         | Carpet/Upholstery Cleaning | 1         |
| <b>Grocery</b>             |            | Dollar Store           | 3         | Childcare                  | 1         |
| American/African           | 1          | Drug Store             | 3         | Finance                    | 11        |
| Asian                      | 4          | Furniture              | 1         | Housing/Building Supplies  | 3         |
| Convenience/Middle Eastern | 1          | Gift Shop              | 2         | Laundry/Dry Cleaning       | 4         |
| Produce                    | 2          | Liquor                 | 1         | Legal                      | 2         |
| Supermarket                | 2          | Pets                   | 1         | Medical                    | 5         |
| <b>TOTAL</b>               | <b>10</b>  | Smokeshop              | 1         | Payday Lending             | 2         |
| <b>Restaurant</b>          |            | Video Rental           | 2         | Real Estate                | 1         |
| American/Chinese           | 1          | <b>TOTAL</b>           | <b>28</b> | Rentals                    | 2         |
| Bakery                     | 1          | <b>Retail/Services</b> |           | Shipping/Mail Orders       | 1         |
| Bakery, Deli/Coffee        | 2          | Computers/Classes      | 1         | Shoe Repair                | 1         |
| Bar                        | 7          | Jewelrey/Loan          | 2         | Storage                    | 1         |
| Bar/Indian                 | 1          | Jewelrey/Watch Repair  | 5         | Tattoo/Piercing            | 1         |
| Coffee Shop                | 4          | <b>TOTAL</b>           | <b>8</b>  | Travel                     | 1         |
| Deli/Coffee                | 2          |                        |           | <b>TOTAL</b>               | <b>70</b> |
| Fast Food                  | 2          |                        |           |                            |           |
| Indian                     | 1          |                        |           |                            |           |
| Latin                      | 4          |                        |           |                            |           |
| Vietnamese                 | 6          |                        |           |                            |           |
| Vietnamese/Thai            | 1          |                        |           |                            |           |
| Unknown                    | 1          |                        |           |                            |           |
| <b>TOTAL</b>               | <b>33</b>  |                        |           |                            |           |





Map 1: Restaurants by Sub-Category



## Appendix 2.2: Business Survey Questions

### PART A

Business Name: \_\_\_\_\_  
Your business is: \_\_\_\_\_ (independent, franchise, local chain, regional chain)  
Your business is: \_\_\_\_\_ (sole partnership, partnership, nonprofit, corporation)  
Your business is: \_\_\_\_\_ (full-time operation, part-time operation)  
Your business is: \_\_\_\_\_ (retail, service, restaurant, etc.)  
Business Hours: \_\_\_\_\_ Busiest Days: \_\_\_\_\_ Busiest Times: \_\_\_\_\_  
Would you consider extending your hours for a promotional event: \_\_\_\_\_ (yes, no)  
Ownership: \_\_\_\_\_ (lease, own, other) If rent, how long is your lease: \_\_\_\_\_  
Mailing Address: \_\_\_\_\_  
Contact Name: \_\_\_\_\_ Phone: \_\_\_\_\_  
Email: \_\_\_\_\_  
Do you live in North Highline (White Center, Boulevard Park, Salmon Creek, South Delridge, Shorewood, Westwood, Highland Park) \_\_\_\_\_ (yes, no)  
Do you have a webpage: \_\_\_\_\_ (yes, no) If yes, address: \_\_\_\_\_  
Do you currently sell over the internet: \_\_\_\_\_ (yes, no)

### PART B

1. How long has your business been in White Center?
  - ☐ Less than 1 year
  - ☐ 1 – 5 years
  - ☐ 5 – 10 years
  - ☐ 10+ years
    - How many years? \_\_\_\_\_
    - When did your doors open? \_\_\_\_\_
2. How long in the White Center Business District Neighborhood?
  - ☐ Less than 1 year
  - ☐ 1 – 5 years
  - ☐ 5 – 10 years
  - ☐ 10+ years
    - How many years? \_\_\_\_\_
    - When did your doors open? \_\_\_\_\_
3. Is White Center a good place to do business?
  - ☐ Yes
  - ☐ No
    - Please Explain? \_\_\_\_\_



4. Why is your business located in White Center?

- ☐ Owner lives here
- ☐ It is affordable
- ☐ Family business – it was started here
- ☐ Customers are here

Other: \_\_\_\_\_

5. If a business moved in next door, what type of business might enhance your business?

6. Please estimate the percentage of your customers whose primary language is:

- ☐ \_\_\_\_% Cambodian
- ☐ \_\_\_\_% English
- ☐ \_\_\_\_% Spanish
- ☐ \_\_\_\_% Vietnamese
- ☐ \_\_\_\_% Other

7. The average dollar amount of your average sale or transaction per customer is? \_\_\_\_\_

8. How many customers do you average per week? \_\_\_\_\_

9. What do you do to attract your customers?

- ☐ Mailing to customers
- ☐ Free samples
- ☐ Coupons
- ☐ Frequent Shoppers Program
- ☐ Incentive Program
- ☐ Other: \_\_\_\_\_

10. Are you considering any of the following?

- ☐ Expanding at this location
- ☐ Expanding elsewhere
- ☐ Creating a new sign
- ☐ Renovating your façade
- ☐ Renovating your interior

11. Would you like to expand or grow your business?

- ☐ Yes
- ☐ No
  - How so?

12. What are the biggest challenges facing your business?

- ☐ Taxes
- ☐ Technology
- ☐ Lack of skilled employees
- ☐ Lack of customers
- ☐ Other: \_\_\_\_\_



13. If you could have free business assistance, what would help your business be more successful?

- ☐ Marketing
- ☐ Management
- ☐ Bookkeeping and Accounting
- ☐ Financial help – loans, advice, etc.
- ☐ Business Planning
- ☐ Business Law
- ☐ Strategic Planning
- ☐ Research
- ☐ Other \_\_\_\_\_



14. What type of services would you be willing to pay for to help your business be more successful?

- ☐ Marketing
- ☐ Management
- ☐ Bookkeeping and Accounting
- ☐ Financial help – loans, advice, etc.
- ☐ Business Planning
- ☐ Business Law
- ☐ Strategic Planning
- ☐ Research
- ☐ Other \_\_\_\_\_



15. Would you be interested in working with other White Center Businesses (promotional events, joint advertising, community clean ups, other)?

- ☐ Yes
- ☐ No
- ☐ Maybe



16. Would you like a referral to free small business assistance consulting?

- ☐ Yes
- ☐ No
- ☐ Maybe



17. How do you like to receive information?

- ☐ Trainings/Workshops
- ☐ Printed material – brochures, pamphlets, etc.
- ☐ Emails
- ☐ Phone
- ☐ In-person contact
- ☐ Other: \_\_\_\_\_

18. Have you heard of any of the following organizations? (Check all that apply)

- ☐ Hispanic Chamber of Commerce
- ☐ North Highline Unincorporated Area Council
- ☐ Vietnamese Business Association
- ☐ White Center Arts Alliance
- ☐ White Center Chamber of Commerce
- ☐ White Center Community Development Association

## PART C

1. What impact do public events (Cambodian New Year, Jubilee Days?) have on your business?

- ☐ Large positive impact
- ☐ Slight positive impact
- ☐ Neutral (no impact)
- ☐ Negative Impact
- ☐ Reason: \_\_\_\_\_

2. A global market is an idea some community members have come up with. It helps small business survive by placing them in a shared location to share infrastructure costs, overhead, marketing and provides technical assistance. It also becomes a destination place, particularly if it shows off the diverse goods and services for White Center residents.

What do you think about this concept? Would your business be interested in this? Would you support a global market in White Center even if you weren't a part of it?

3. What does the White Center business district look like to you in 3-5 years?

What assets or talents can you share to help the White Center business district to achieve your vision?

4. How do you feel about events that promote White Center? We are thinking about a *Sound Bite* music and food festival in White Center. Would you be willing to participate?

5. Starbucks Coffee Company has donated \$550,000 to develop White Center Heights Park. There will be a few days dedicated to provide a facelift of the park in June. Would you like to participate?

6. What is the best way to get business owners involved in activities in the community? How should your opinion be gathered in the future? (Lots of changes happening!)

7. Do you have an opinion about annexation; whether or not White Center should become part of Seattle or Burien?

8. What type of activities would you like to see in White Center business district?





## Appendix 2.3: Case Studies

### **2.3.1 Case Study: The Main Street Approach<sup>1</sup>**

The National Trust Main Street Center offers a comprehensive commercial district revitalization strategy that has been widely successful in towns and cities nationwide. Described below are the four points of the Main Street approach which work together to build a sustainable and complete community revitalization effort.

**Organization** involves getting everyone working toward the same goal and assembling the appropriate human and financial resources to implement a Main Street revitalization program. A governing board and standing committees make up the fundamental organizational structure of the volunteer-driven program. Volunteers are coordinated and supported by a paid program director as well. This structure not only divides the workload and clearly delineates responsibilities, but also builds consensus and cooperation among the various stakeholders.

**Promotion** sells a positive image of the commercial district and encourages consumers and investors to live, work, shop, play, and invest in the Main Street district. An effective promotional strategy forges a positive image by marketing a district's unique characteristics to residents, investors, business owners, and visitors through advertising, retail promotional activity, special events, and marketing campaigns carried out by local volunteers.

**Design** means getting Main Street into top physical shape. Capitalizing on its best assets

— such as historic buildings and pedestrian-oriented streets — is just part of the story. An inviting atmosphere, created through attractive window displays, parking areas, building improvements, street furniture, signs, sidewalks, street lights, and landscaping, conveys a positive visual message about the commercial district and what it has to offer. Design activities also include instilling good maintenance practices, enhancing the physical appearance rehabilitating historic buildings, encouraging appropriate new construction, developing sensitive design management systems, and long-term planning.

**Economic Restructuring** strengthens a community's existing economic assets while expanding and diversifying its economic base. The Main Street program helps sharpen the competitiveness of existing business owners and recruits compatible new businesses and new economic uses to build a commercial district that responds to today's consumers' needs. Converting unused or underused commercial space into economically productive property also helps boost the profitability of the district.

<sup>1</sup>The Main Street Four Point Approach to Commercial District Revitalization. National Trust for Historic Preservation. 9 May 2007 <<http://www.mainstreet.org>>.

### 2.3.2 Case Study: Greenwood/Phinney Ridge – Seattle, Washington<sup>2</sup>

The Greenwood/Phinney Ridge neighborhood is similar to White Center in two ways: both are equidistant from downtown Seattle and both are trying to redevelop its main street to create a thriving business district. Although there are many important differences between the two areas, there are numerous lessons to be learned from the Greenwood/Phinney Ridge model.

Below are some of the strategies that the neighborhood established in its 1999 neighborhood plan to redefine the residential urban village along Greenwood Avenue N:

#### **Public Facilities and Community Spaces**

- Locate new public facilities that strategically support the *Main Street Concept*.
- Locate a new library site.
- Emphasize civic and commercial hubs as *people places*.
- Encourage independent commercial districts to thrive as distinct places.
- Investigate the potential opportunity to make the *four corners* a historic landmark based on its early trolley destination; a Historic Conservation District might be one option.
- Initiate a façade preservation program to preserve the buildings.
- Develop a Community Development Corporation (CDC).
- Develop a landscaped civic plaza at the Phinney Neighborhood Center.

#### **Streetscape and Circulation Improvements**

- Use traffic calming, special paving, lighting, plantings, and benches to enhance the main

<sup>2</sup> City of Seattle. Department of Neighborhoods. [Greenwood Neighborhood Plan](http://www.cityofseattle.net/neighborhoods/npi/plans/greenwood). 2004. 3 May 2007 <<http://www.cityofseattle.net/neighborhoods/npi/plans/greenwood>>.

street and the redeveloped center.

- Develop a sidewalk and building façade improvement plan to encourage pedestrian activity.
- Improve the N 85<sup>th</sup> Street *crossroads corridor* with gateways and façade and sidewalk improvements.
- Add trash receptacles and increase community awareness through education; tie local commerce into the project to improve the community appearance.
- Create an integrated transit and parking strategy that balances center median landscape elements, parking, and easy transit.
- Integrate the town center to the existing community through an internal street and pedestrian system.
- Increase pedestrian safety.
- Develop signage.

In 2002, progress was made on some of strategies outlined in the neighborhood plan, including:

- **Sidewalks** - The Greenwood Community Council used a \$10,000 Neighborhood Matching Fund award to create a concept design for alternative sidewalks within the Greenwood Urban Village. Next steps included identifying funding for the estimated \$550,000 needed to complete the project.
- **Greenwood Town Center Plan** - Work was completed on a mixed-use development plan for the Greenwood business district core. An advisory committee finalized this concept plan, building on the foundation laid in the neighborhood plan. Recommendations included zoning changes, specific development goals, and preparation for a major pedestrian-oriented redevelopment of the neighborhood's largest commercial property.



- **Greenwood Library-** The Seattle Design Commission approved library's design, clearing the way for final design and construction drawings to be drafted, and the new library to be complete by 2004.
- **Greenwood Park -** A dedicated group of volunteers called the Friends of Greenwood Park (FOGP) worked with Seattle Parks and Recreation staff to develop a new park on the site of the former Otani Greenhouses at 8700 Evanston Avenue N. This site was identified as a potential park site in the 1999 neighborhood plan. The park was funded by a \$1,173,278 allocation from Pro Parks, a \$110,000 Neighborhoods Matching Fund award, and \$100,000 in contributions. Construction began in spring 2002 and was scheduled to be completed in summer 2003.
- **Carkeek Cascade -** This project involved reconstructing a portion of the existing drainage system into a natural conveyance system constructed of a vegetated, stepped system of pools that provide detention and biofiltration of stormwater entering Pipers Creek. A second natural system was slated for 2003.
- **Sandel Park -** Friends of Sandel Park completed work on a concept plan for the park funded through a \$10,000 Neighborhood Matching Fund award. Proposed changes focused on making the play area larger, more functional, and more visible from the street; minor improvements to the heavily used basketball court were also proposed.

In 2003, the following activities were undertaken

- **Greenwood Town Center Master Plan** - Reviewed and approved at a community meeting, this master plan gained widespread support in early 2003. The City of Seattle pledged to continue working with community representatives to implement the plan while

Fred Meyer and Greenwood Shopping Center negotiate their long-term plans.

- **Greenwood Park -** Major earthwork activity was completed and volunteers organized by the Friends of Greenwood Park assembled the first play equipment on the site. Volunteers are also planting shrubs and ground cover. The park was scheduled for completion in 2003.
- **Walkway on Dayton Avenue N (between N 85th Street and N 87th Street) -** This \$50,000 colored and stamped asphalt walkway was built by the Seattle Department of Transportation on the west side of Dayton Avenue N. Landscaping was also installed.

### **2.3.3 Case study: The 23<sup>rd</sup> Avenue District – Oakland, California<sup>3</sup>**

The 23<sup>rd</sup> Avenue District is very similar to White Center in numerous ways. First, it is culturally rich, home to a growing number of immigrant families, and is one of the most diverse neighborhoods in the country. Furthermore, it is located near more developed areas that are rapidly gentrifying. Additionally, the area is being transformed into a community hub with businesses as a focal point in the revitalization effort. What follows is an excerpt from their neighborhood plan:

**“23rd Avenue Today.** Oakland’s 23rd Avenue neighborhood is one of the most diverse communities in the country. Wedged between Fruitvale and Eastlake, in the ‘lower’ half of the San Antonio District, 23rd Avenue is home to immigrants from around the world. Upwards of 35 languages are spoken locally. A network of innovative nonprofits and community artists provide residents with after-school programming, job and literacy training, cultural

<sup>3</sup> Urban Ecology. 23<sup>rd</sup> Avenue Community Action Plan. 2005. 1 May 2007 <[http://www.urbanecology.org/downloads/complete\\_action\\_plan.pdf](http://www.urbanecology.org/downloads/complete_action_plan.pdf)>.

performances, counseling on home ownership opportunities and vehicles for community and merchant organizing.

“Despite retaining physical elements of a neighborhood commercial district — historic character, small storefronts, sidewalks and metered parking — the district is not a destination for neighborhood residents. Safety is an urgent concern. Residents feel threatened by criminal activity, and speeding traffic on auto-dominated streets. Traffic accidents involving children are the highest in the city. With drug dealing and prostitution finding refuge in and around the business district, many avoid the district altogether, further allowing it to be put to criminal uses. Residents—many of whom do not own cars—must travel long distances to find fresh and affordable groceries, and meet other daily needs.

**“A Bold Vision for Change.** Residents and merchants have a new vision for 23rd Avenue. They imagine a central district with new stores, sit-down restaurants, and opportunities for cultural celebration. They envision well-lit streets, with trees and greenery, and public art that inspire pride in the community’s diversity and heritage. They imagine a place of beauty, where people can feel comfortable walking with their families and meet their daily needs in safety.”

It is clear from these excerpts that the community itself, their community vision, and the desire to create an effective neighborhood plan are similar to those of White Center. The process to create a neighborhood plan also aligns with White Center’s planning process and three elements of

their plan were analyzed to gain perspective on their downtown redevelopment processes. The following excerpts detail the three sections that we focused on while studying this plan:

**“Safe Streets.** Transform 23rd Avenue, Foothill and International Boulevards into welcoming, beautiful and safe places to walk. Increased foot traffic in and around the 23rd Avenue Business District is crucial for deterring crime. A more appealing and comfortable walking environment with fewer traffic threats will draw more residents and visitors to 23rd Avenue’s sidewalks. New trees and pedestrian street lighting will play an important role in making 23rd Avenue safer and more appealing. High-visibility crosswalks and mosaic curb-bulbouts will make hostile intersections safer to cross. Decorative banners, trash cans, benches, and public art will bring new life, color, and distinctiveness to the district. A new arts plaza will double as a bold entryway to 23rd Avenue, and a means for narrowing the dangerous intersection at Foothill Boulevard/23rd Avenue. A narrower Foothill Boulevard, with bulbouts of its own, will calm traffic running past Garfield Elementary, and protect Garfield students, bus patrons, and pedestrians of all ages from speeding cars.

**“Beneficial Development.** Encourage well-designed, affordable mixed-use development. Residents of the 23rd Avenue neighborhood want to facilitate new development that strengthens the community—development that is affordable to a diversity of residents, makes 23rd Avenue more active, incorporates safety-enhancing design, encourages



pedestrian activity, and enhances existing cultural resources. Zoning changes that promote mixed-use development will help accomplish this goal. Urban Ecology's Design Guidelines for 23rd Avenue will encourage developers to choose design features that invite pedestrians, emphasize what is special about 23rd Avenue and make criminal activity more difficult. Active collaboration with affordable housing developers will increase the stock of affordable housing, and provide safeguards against displacement.

**“Thriving Businesses.** Nurture the growth of neighborhood-serving businesses. Stronger neighborhood businesses will add more reasons to go to 23rd Avenue, and help make it a bustling center. A Business Improvement District will provide private funding for keeping 23rd Avenue clean, secure, and well-marketed. Changes to the city's Façade Improvement Program will make it more responsive to the needs of local businesses. As existing retail gets stronger, new businesses—like a restaurant, hardware store, apparel outlet, school supply store, laundromat, and grocery—will fill empty storefronts, create a livelier streetscape, and provide more opportunities for residents and local employees to shop or eat locally.”

### **2.3.4 Case Study: Columbia City – Seattle, Washington**

#### **History**

In 1891, Columbia City was located along Rainier Avenue Electric Railway, as a lumber town. One year later Columbia City was incorporated into Seattle. During the early 1900s, much of the commercial district was built; it consisted mainly

of two story buildings constructed out of brick and lumber. Since this area was constructed in a short period of time, many of the buildings expressed similar turn of the century architectural styles and shared a similar scale that was geared toward pedestrian use and streetcar traffic. By the late thirties and forties, Columbia City had entered a period of slow decline soon followed by a period of neglect and deterioration. In the mid-1970s, the business district experienced its lowest economic stage accompanied by vacant or boarded store fronts. The lack of entrepreneur's interest in dilapidated neighborhoods helped preserve the 1900's urban building environment.

#### **Landmark District**

The historic value of Columbia City was recognized by local leaders who initiated the designation of its business district as a Landmark District; in 1978, Columbia City became Seattle's fourth Landmark District. The significance of being a Landmark District proved important for many reasons.

- By maintaining “the historic character of Columbia City, [and] ensuring that the architectural integrity and aesthetics of the building and landscape are preserved,” its character-rich sense of space was protected.<sup>4</sup>
- For new development, the goal was “to ensure compatibility with existing development in terms of scale, materials, and setbacks” with the “reproduction or recreation of earlier buildings” actively discouraged.<sup>5</sup>
- The historic designation has provided a mixed availability of building types and ages that have often translated into rents lower than those offered by new development.
- The designation also provides tangible tax benefits in the form of tax credits and deductions for expenses related to renovation of historic structures for business use.

4 “Columbia City Landmark District.” City of Seattle, Department of Neighborhoods. 16 April 2007 <<http://www.seattle.gov/neighborhoods/preservation/columbiacity.htm>>.

5 Ibid



- From the perspective of the community, “in a world of rapid change, visible and tangible evidence of the past may also be valued for the sense of place and continuity it conveys.”<sup>6</sup>

### Community organizations

Although the Landmark District designation supported the preservation of Columbia City’s place and culture, it did not ensure its economic vitality or a sense of community. Four community-based organizations helped shape the success of its commercial district.

In 1976, the Columbia City Development Association (CCDA) was established by a “group of business people, residents, area workers, and property owners” and has been widely credited for providing input during the Landmark District designation process.<sup>7</sup> In addition, the CCDA led a successful effort in 1978 to create a Local Improvement District (LID), a tax voluntarily imposed by property owners within specified geographic area for designated period of time. The funds raised financed streetscape improvements. Later, with the help of Seattle Forward Trust, the CCDA aimed at making improvements in the business district.

In 1975 another community-based organization was established, the Southeast Effective Development (SEED). From the start, SEED’s mission was to “improve the quality of Southeast Seattle neighborhoods, businesses, and public institutions”<sup>8</sup> including Columbia City. Thanks to its efforts, the City of Seattle provided the business district

with new sidewalks, gutters, and curbs. SEED is also responsible for funding the renovation and adaptation of many historic buildings in Columbia City, including Rainier Valley Cultural Center, Lottie Mott’s Espresso Shop, and the Columbia City Gallery.

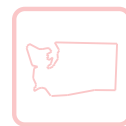
Two contemporary community-based organizations have contributed positively to the revitalization of Columbia City’s commercial district: the Columbia City Revitalization Committee (CCRC) and the Columbia City Business Association (CCBA). The CCRC was founded in 1995 as a grassroots organization supporting the active and strong development of Columbia City and its business core. This organization is responsible for hosting the Beat Walk, a monthly musical event held among the businesses in the commercial district, as well as the Columbia City Farmers’ Market and the Columbia City Annual International Pancake Breakfast and Town Meeting.

The CCBA has been a driving force behind the current revitalization of the business district. It welcomes new establishments in the business district and supports the promotion of Columbia City as a destination place. The CCBA developed a list of businesses it would like to see added to the commercial core including a small grocery and a garden store. The CCBA also has been promoting an increase in the multifamily and mixed use developments

### Neighborhood Comprehensive Plan

Columbia City’s neighborhood comprehensive plan is guided by its vision of Columbia City as an attractive, healthy, vibrant, diverse, and connected community. The key strategies expressed in the plan include

- Strengthen the Columbia City Core through a historic, mixed-use, pedestrian-oriented community focus.
- Enhance the Rainier Corridor as a series of



<sup>6</sup> “Frequently Asked Questions.” City of Seattle, Department of Neighborhoods. 16 April 2007 <[http://www.cityofseattle.net/neighborhoods/preservation/landmarks\\_faq\\_basic.htm#2](http://www.cityofseattle.net/neighborhoods/preservation/landmarks_faq_basic.htm#2)>.

<sup>7</sup> Mahoney, Sally G. “Columbia City Tries to End Years of ‘Benign Neglect.’” *Seattle Times*. 14 Aug 1977, final ed.:B18

<sup>8</sup> “About SEED.” SouthEast Effective Development. 17 April 2007 <<http://www.seedseattle.org/aboutus.htm>>.



commercial districts and neighborhood centers along an efficient transportation corridor. The plan encourages the development of new housing between the commercial areas while strengthening the business districts and activity centers. Street improvements are intended to identify and celebrate the individual districts, promote pedestrian activity and safety, and retain transportation efficiency.

- Strengthen the quality of existing residential areas and provide opportunities and incentives for market rate housing. The housing recommendations focus on stimulating new multifamily housing developments that are assets to the community and support the revitalization and strengthening of the area's commercial centers.
- Optimize opportunities to make Sound Transit's light rail line a community asset.
- Improve the appearance of the Martin Luther King Jr Way S corridor while retaining its function as an efficient transportation corridor. Plan recommendations aim to reverse the pattern of disinvestment along the corridor by encouraging new housing construction, enhancing pedestrian access, and improving safety.
- Stabilize and enhance Columbia City as a safe and clean neighborhood in which to live, work, and recreate by improving street lighting in business districts and aggressively enforcing of nuisance codes.

Columbia City's neighborhood plan also recommends the following implementation activities for its business district:

- Provide streetscape improvements. Extend the signature streetscape pattern of Columbia City's Landmark District as street front redevelopment occurs; this includes brick paving patterns, street lights, landscaping, and street furniture improvements.
- Develop measures to inform prospective businesses owners within Columbia City of the Landmark District designation. It is

essential that this occur at the business license stage so that businesses are informed of the requirements for signage, exterior work, etc. within a historic district.

- Develop a parking management plan. Seek formal approval for public use of the area's private parking lots. Manage employee parking in a manner that reduces impacts on customer/visitor parking availability.
- Create angled parking on side streets within the business district; this will help to provide more parking for Columbia City businesses. In conjunction with these improvements, enhance the existing angled parking area by providing paving and striping improvements. Ensure, that parking revisions do not conflict with other recommendations, including sidewalk, landscaping, and other streetscape improvements.
- Enhance and promote the Columbia City Cultural
- Open an art gallery in Columbia City.
- Find a permanent home for the Columbia City Farmers' Market.

## Appendix 2.4: Alternative Goals and Projects

### 2.4.1 Destination Place Goals and Projects

#### 1. Future Encouraged Uses Goal: Ensure future cultural, commercial, and residential downtown uses that attract people living outside of White Center.

- Institute international market concept
- Establish a first-run movie theater with foreign and arts films
- Plan for site location and/or construction of new skate rink
- Encourage market-driven housing
  - Lofts/condos
  - Higher density development (3+ stories, housing above commercial space)

#### 2. Business Development Goal: Cultivate a thriving and accessible downtown.

- Promote destination businesses in vacant or redevelopable lots
- Create distinct business nodes/clusters<sup>9</sup>
- Promote downtown and White Center local history, shopping, restaurants, and services
  - Branding
  - Regional public relations campaign
  - A website promoting the downtown
  - Wayfinding brochure available at restaurants and other commercial destinations
  - Business directory installations at critical intersections
  - Improve city signage and accompanying landscaping at jurisdictional boundaries

<sup>9</sup> A *business node* is a point at which paths to subsidiary business districts originate; the central business district. A *business cluster* is a group of businesses close together on a sizable tract < <http://www.m-w.com>>.



Source: "Media Resources." Lower Manhattan Development Corporation. 17 May 2007 <[http://www.downtowncl.org/images/100\\_1934.JPG](http://www.downtowncl.org/images/100_1934.JPG)>.

Destination Place with taller buildings, first floor retail, and housing or offices. Featuring ornamental lighting, street furniture, wide sidewalks, and diverse signage.



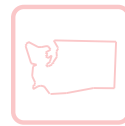
Source: Fried, Benjamin. "A New Kind of Market Economics." *Making Places*. October 2005. 17 May 2005 <[http://www.pps.org/info/newsletter/october2005/markets\\_economic\\_development](http://www.pps.org/info/newsletter/october2005/markets_economic_development)>.

Midtown Global Market in Minneapolis, Minnesota.



Source: "Wayfinding Signs." Downtown Crystal Lake. 17 May 2007 <[http://www.downtowncl.org/images/100\\_1934.JPG](http://www.downtowncl.org/images/100_1934.JPG)>.

Business wayfinding signs.



**3. Public Safety Goal: Transform outside perception of safety in White Center.**

- Increase the number of Community Safety Officers in strategic locations
- Organize an Eyes on the Street program aimed at visitors, new establishments, residents, and businesses
  - Increase housing amount and choices downtown
  - Decrease business vacancies

**4. Public Places & Streetscapes Goal: Promote the downtown by creating a visually appealing and inviting environment.**

- Site and install outdoor pedestrian plaza
- Focus on aesthetics
- Install gateway features--i.e. emphasized entrances and edges
- Widen sidewalks to promote pedestrian activity
- Install street furniture, ornamental lighting and landscaping
- Install crosswalk signals (due to increased pedestrian traffic)
- Commission public art
- Charge fees for on-street parking to decrease amount of automotive influence in the downtown

**5. Building Improvements Goal: Alter downtown design and character to form a unified and polished streetscape.**

- Amend zoning code to allow increased building heights
- Encourage significant façade improvements (structural changes such as recovering original facades, painting, signage upgrades, lighting, planters, landscaping, etc.)
  - Create design review process
  - Promote continuity and cohesion
  - Remove or de-emphasize safety bars on doors and windows



Source: Urban Ecology. 23rd Avenue Community Action Plan. 2005. 17 May 2007 <[http://www.urbanecology.org/downloads/complete\\_action\\_plan.pdf](http://www.urbanecology.org/downloads/complete_action_plan.pdf)>.

One and two story buildings and well-marked crosswalks in Oakland, California.

- Screen industrial & some commercial uses

**2.4.2 Community Hub Goals and Projects**

**1. Future Encouraged Uses Goal: Ensure that future cultural, commercial, and residential downtown uses cater to residents.**

- Plan for site location and/or construction of a cultural center
- Draw-in and promote businesses that the community has asked for, such as:
  - Second run movie theater
  - Small, local bookstore
  - Trader Joe's or other discount organic/natural grocery
- Encourage workforce housing
  - Live/work spaces (two stories, above commercial)
  - Land trust or otherwise subsidized housing

**2. Business Development Goal: Create a self-sustaining and family-friendly downtown.**

- Create a business association, minority chamber, and/or other programs or training that enhance the success of local businesses
  - Provide technical assistance



- Create group marketing opportunities
- Utilize a community land trust or co-op to purchase commercial property for resident-owned businesses
- Establish a micro-lending program to provide business loans for non-physical improvements
- Promote family-friendly businesses in vacant or redevelopable lots
  - Promote more daytime business
  - Maintain convenience businesses that serve the community
- Promote local activities and transit options
  - Provide wayfinding installations and brochures with parks, libraries, public amenities, and family-friendly businesses – found at family-friendly destinations
  - Expand dining card to include shops that serve local residents

### 3. Public Safety Goal: Resolve the safety concerns of residents.

- Increase the number of Community Safety Officers in strategic locations
- Organize an Eyes on the Street program aimed at residents and businesses
  - Increase housing in downtown
  - Decrease business vacancies
- Address community concerns regarding bars and bus stop nuisances
  - Establish an ordinance/curfew limiting hours of business operation
  - Create a block watch program for the downtown

### 4. Public Places & Streetscapes Goal: Promote the downtown by creating a pleasant walkable environment.

- Focus on function

- Connect the downtown with residential areas, with an eye to:
  - Bike paths
  - Pedestrian routes
- Enhance residential sidewalks and connect to downtown
- Install bike racks
- Repaint crosswalks
- Install community-created public art
- Encourage redevelopment of underutilized parking lots

### 5. Building Improvements Goal: Enhance downtown design features and welcoming character.

- Preserve zoning code to maintain current building heights
- Encourage simple façade improvements (i.e. painting, signage upgrades, lighting, planters, etc.)
  - Advance existing façade improvement programs through outreach, referrals, increased funding, and program management
  - Allow for individual business treatments



Source: "Bicycle Network Facilities." San Francisco Municipal Transportation Agency. 17 May 2007 <<http://www.sfmta.com/cms/bcomm/3180.html>>.

Bike lanes help connect residential neighborhoods to downtown.



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## Appendix 3: Workforce Development & Employment Element

### Appendix 3.1: Workforce and Local Business Assessment

#### Introduction

The purposes of this section are to compare the workforce in White Center to King County and to describe the role White Center businesses play in the regional economy. White Center's workforce is more diverse and lags behind King County's in terms of educational attainment, employment, and income. White Center businesses mainly serve the local population, so a large portion of the workforce commute to other areas for employment. Therefore, it is important to understand the King County economic trends and employment opportunities outside of White Center. There are a number of job opportunities available in and outside of White Center. However, the quality of opportunities is not equal in these locations. This section provides the necessary information to analyze White Center workforce challenges, local businesses, and job opportunities.

#### Methodology

The 1990 and 2000 US Census data were the major sources of information for this section. The census data was compiled and analyzed in the Community Report, at City-data.com, and by the King County labor economist, Cristina Gonzalez. The data for White Center was compared to King County to identify gaps in the workforce.

Information for the local business profile for the White Center Downtown came from a business inventory. The local business profile was determined through interviews with residents, local business owners and community leaders.

Information for the economic trends section in King County came from King County labor economist Cristina Gonzalez. This information

was used to identify growing sectors and employment for the County. Additional information on job opportunities were identified through the newspaper and interviews with workforce development leaders.

#### 3.1.1: White Center Workforce Assessment

According to the 2000 Census, the total population of the White Center CDP (Census Designated Place) was 20,975. King County estimated that in 2005 the civilian labor force for White Center was 10,655.<sup>1</sup>

On average, the residents of White Center are younger than King County residents. There are a lower percentage of young and middle aged adults in White Center; however, there is a larger percent of children under the age of 18 in the 2000 Census. With 27% of the population under the age of 18, there is going to be a larger proportion of White Center residents entering the workforce than King County residents.<sup>2</sup>

White Center is one of the most diverse communities in the region in terms of race and ethnicity. Between 1990 and 2000 there was an increase in Asian population in White Center. The community is now much more diverse than the 70% white population in the 1990 Census.<sup>3</sup>

Twenty seven percent of White Center residents were born outside of the US, compared to only 15.4% of King County residents. Between 1990 and 2000, 16.4% of White Center's population entered the US from destinations abroad.<sup>4</sup>

<sup>1</sup> King County Labor Economist Christina Gonzalez

<sup>2</sup> Making Connections, "A Profile of White Center"

<sup>3</sup> Sociodemographic and Economics State of the Community Report – information from the US Census

<sup>4</sup> Sociodemographic and Economics State of the Community Report – information from the US Census





| Foreign Born Residents As Percentage of Total Population<br>White Center and King County 2000 |              |             |
|---|--------------|-------------|
| Country of Origin   | White Center | King County |
| 1 Vietnam   | 7.7%         | 1.5%        |
| 2 Mexico  | 4.7%         | 1.7%        |
| 3 Cambodia  | 3.4%         | 0.3%        |
| 4 Philippines   | 1.6%         | 1.4%        |
| 5 Eastern Africa  | 1.2%         | 0.3%        |
| 6 Korea   | 0.7%         | 0.9%        |
| 7 Thailand  | 0.6%         | 0.2%        |
| 8 Pacific Islander  | 0.6%         | 0.1%        |
| 9 Iran  | 0.6%         | 0.2%        |
| 10 Ukraine  | 0.5%         | 0.4%        |
| 11 Canada   | 0.4%         | 1.0%        |
| 12 Poland   | 0.4%         | 0.1%        |
| 13 China (excluding Hong Kong and Taiwan)   | 0.4%         | 0.9%        |
| 14 India  | 0.3%         | 0.5%        |
| 15 Laos   | 0.3%         | 0.2%        |
| 16 El Salvador  | 0.3%         | 0.1%        |
| 17 Iraq   | 0.2%         | 0.0%        |
| 18 United Kingdom   | 0.2%         | 0.5%        |
| 19 Russia   | 0.2%         | 0.3%        |
| 20 Other Eastern Europe   | 0.2%         | 0.2%        |
| Other Countries   | 2.3%         | 13.0%       |
| Total Foreign Born Population   | 27.0%        | 15.4%       |

Source: 2000 US Census.\* Note on Data: Census tract boundaries were used to compile data. As a result, figures may represent an undercounting of total White Center residents.

Figure 2: Foreign Born Residents as Percentage of Total Population.  
White Center and King County 2000.

| Languages Spoken at Home<br>White Center and King County 2000 |              |             |
|---|--------------|-------------|
| Language  | White Center | King County |
| English   | 63.8%        | 81.6%       |
| Spanish   | 9.2%         | 4.2%        |
| Vietnamese  | 8.4%         | 1.5%        |
| Cambodian   | 6.0%         | 0.4%        |
| Pacific Islander  | 2.0%         | 0.5%        |
| Tagalog   | 1.6%         | 1.3%        |
| African languages   | 1.6%         | 0.6%        |
| Chinese   | 0.9%         | 2.3%        |
| Korean  | 0.9%         | 1.0%        |
| Persian   | 0.8%         | 0.2%        |
| Other Languages   | 4.7%         | 6.3%        |

Source: 2000 US Census. \* Note on Data: Census tract boundaries were used to compile data. As a result, figures may represent an undercounting of total White Center residents

Figure 3: Languages Spoken at Home. White Center and King County 2000.

| Languages Spoken at Home<br>White Center and King County 1990 |              |             |
|---|--------------|-------------|
| Language  | White Center | King County |
| English   | 81.2%        | 89.0%       |
| Vietnamese  | 4.0%         | 0.6%        |
| Cambodian   | 3.6%         | 0.3%        |
| Spanish   | 2.8%         | 1.8%        |
| Korean  | 2.4%         | 0.7%        |
| Chinese   | 1.1%         | 1.4%        |
| Other Languages   | 4.9%         | 6.0%        |

Source: "A Profile of White Center," Making Connections, 2001

Figure 4: Languages Spoken at Home. White Center and King County 1990

According to the 2000 Census, over one-third of White Center's population speaks a language other than English at home (less than 20% for King County). Spanish, Vietnamese and Cambodian are the top three foreign languages spoken.

### Education

One of the most important factors in securing employment is a strong educational background. While educational attainment has improved in White Center from 1990 to 2000, there is still a substantial gap between White Center and King County.

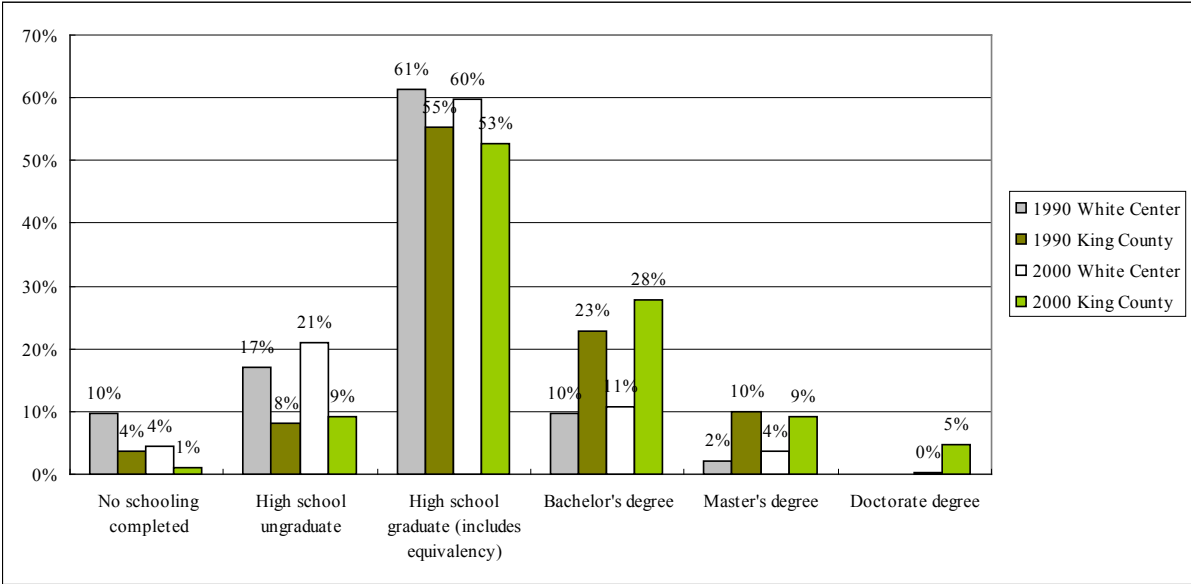
Seventy five percent of White Center residents have a high school diploma, compared to ninety five percent of King County residents. Fifteen percent of White Center residents hold a Bachelor's degree, compared to forty two percent respectively. This disparity puts White Center residents at a competitive disadvantage to other residents of King County.

### Employment

The unemployment rate for White Center residents over the age of 25 was 6.4% (2000), but the rate differed dramatically based on sex and race.<sup>5</sup> There was more unemployment with females and less unemployment with the white and Asian populations. King County estimated that the unemployment rate for White Center in 2005 was 6.9%, while County-wide the unemployment rate was estimated to be 4.9%.<sup>6</sup>

<sup>5</sup> City-data.com – information from the 2000 US Census  
<sup>6</sup> King County Labor Economist Christina Gonzalez





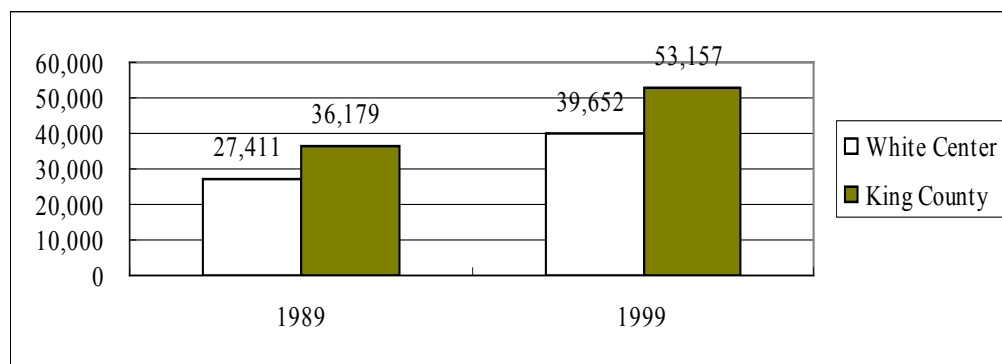
Source: Census 2000 Summary File 3 (SF 3), 1990 Summary Tape File 3 (STF 3)  
Figure 5: White Center and King County Highest Educational Level Attained (1990 and 2000).

|       | White | Black | American Indian | Asian | Hispanic or Latino | 2 or More Races | Other Race |
|-------|-------|-------|-----------------|-------|--------------------|-----------------|------------|
| Men   | 5.5%  | 7.8%  | 3.9%            | 2.8%  | 5.5%               | 4.4%            | 4.1%       |
| Women | 5.3%  | 12.7% | 15.8%           | 8.3%  | 16.3%              | 20.5%           | 13.5%      |

Source: City-data.com – information from the 2000 US Census  
Figure 6: White Center Unemployment Rate by Race and Sex.

| Employment *               | White Center | King County |
|----------------------------|--------------|-------------|
| Sales & Office             | 25%          | 25%         |
| Production                 | 23%          | 9%          |
| Management & Professional  | 23%          | 45%         |
| Service                    | 19%          | 14%         |
| Construction & Maintenance | 10%          | 7%          |

Source: 2000 US Census \*16yrs. & above, both sexes  
Figure 7: 2000 White Center Occupations Compared to King County.



Source: Census 2000 Summary File 3 (SF 3), 1990 Summary Tape File 3 (STF 3)

Figure 12: Household Incomes in White Center and King County (1989 and 1999).



### **Income**

With lower educational attainment and less skilled jobs, the residents of White Center have lower household income than residents of King County. In both 1989 and 1999, the median household income of White Center was approximately 75% of King County. In 2005 the median household income was estimated to be \$44,400 (\$58,370 for King County).<sup>7</sup>

### **3.1.2: Local Business Profile**

#### **Local Business Profile**

##### **Downtown White Center Businesses**

The most successful businesses in White Center are commercial chains, community businesses, ethnic businesses and specialty businesses.

**Chain Businesses:** Chain businesses thrive in White Center due to name recognition, heavy advertisement, and wide store selection; for example, Walgreen's, Bartell's, Albertson's, KFC, and Blockbuster. At the February community workshop, White Center residents voiced their desire for more chain business types such as Trader Joe's or Fred Meyers in White Center.

**Community Businesses:** Businesses that are deeply rooted in the community, such as McLendon's Hardware, do well in White Center. Aileen Balahadia, executive director of the White Center CDA, mentioned that if it had not been for patronage from long-time customers in the community the pharmacy on the corner of 16<sup>th</sup> and Roxbury would have gone out of business due to competition from other chain pharmacies. Aileen also pointed out that Café Rozella is community's first coffee shop and that residents often prefer to go there instead of other franchised coffee shops. Community residents

value community-based businesses, especially those that they are familiar with and have been around the area for a long time.

**Ethnic Businesses:** In White Center's Downtown, there are a total of 149 businesses. Five percent of grocery stores specialize in Asian, African or Middle Eastern ethnic foods. Forty two percent of restaurants serve ethnic foods such as Vietnamese, Indian, Hispanic, and Chinese. In the service sector, there are 11 automotive related services ranging from auto mechanics to auto body shops owned and operated by Vietnamese and Spanish families. There are 12 minority owned beauty saloons. The diversity of business owners reflects the diversity of the White Center population

**Specialty Businesses:** Specialty businesses such as adult stores, cash advance and quick loan stores, and temporary employment agencies are also popular in White Center. There are four adult-themed stores doing well in White Center. Stan's Adult Superstore, for example, is the oldest adult-themed store in White Center and boasts its own website. There are four payday lenders and quick tax-return loan businesses that target mainly low-income families in White Center. Finally, there are two temporary job placement agencies: Flexstaff and Labor Ready.

#### **White Center Non-Downtown Businesses**

Businesses on 16<sup>th</sup> Avenue SW, south of downtown White Center, are a mix of big box stores such as Albertson's and QFC and local businesses such as McClendon's Hardware. Delridge Way, to the north, has a mix of chain stores and family-run businesses such as Triangle Pub, an accounting office, and a Vietnamese restaurant. To the east of the downtown area on 1<sup>st</sup> Ave South and 112<sup>th</sup> Street South, auto-repair shops such as Transmission Shop and Nico Auto Service

<sup>7</sup> Sociodemographic and Economics State of the Community Report  
– information from the US Census

dominate the market. On the west side of White Center, around Roxbury St and 28<sup>th</sup> Avenue SW, there is a large casino and a Safeway store. The jobs available in these stores are generally low-paying and low-skilled jobs.

## **Business Profile of Surrounding Employment Centers**

### *Downtown Seattle*

Downtown Seattle is the major employment center of the region. There are a number of jobs in business services, professional and managerial, financial, government, and service and hospitality.

### *First Hill*

First Hill is the center of Seattle's hospital and health industry (including Harborview Hospital). There are many health care jobs on First Hill.

### *Duwamish Industrial Area/SODO*

The Duwamish Industrial Area/SODO is a major employment center for industrial jobs. This area is home to large businesses like the Boeing Company, and companies that are related to the Port of Seattle such as warehouses, container storages, shipbuilders, and freight-forwarders such as the Pioneers company. In the SODO there are also two stadiums, SAFECO and Quest Field, which provide jobs in services and event management.

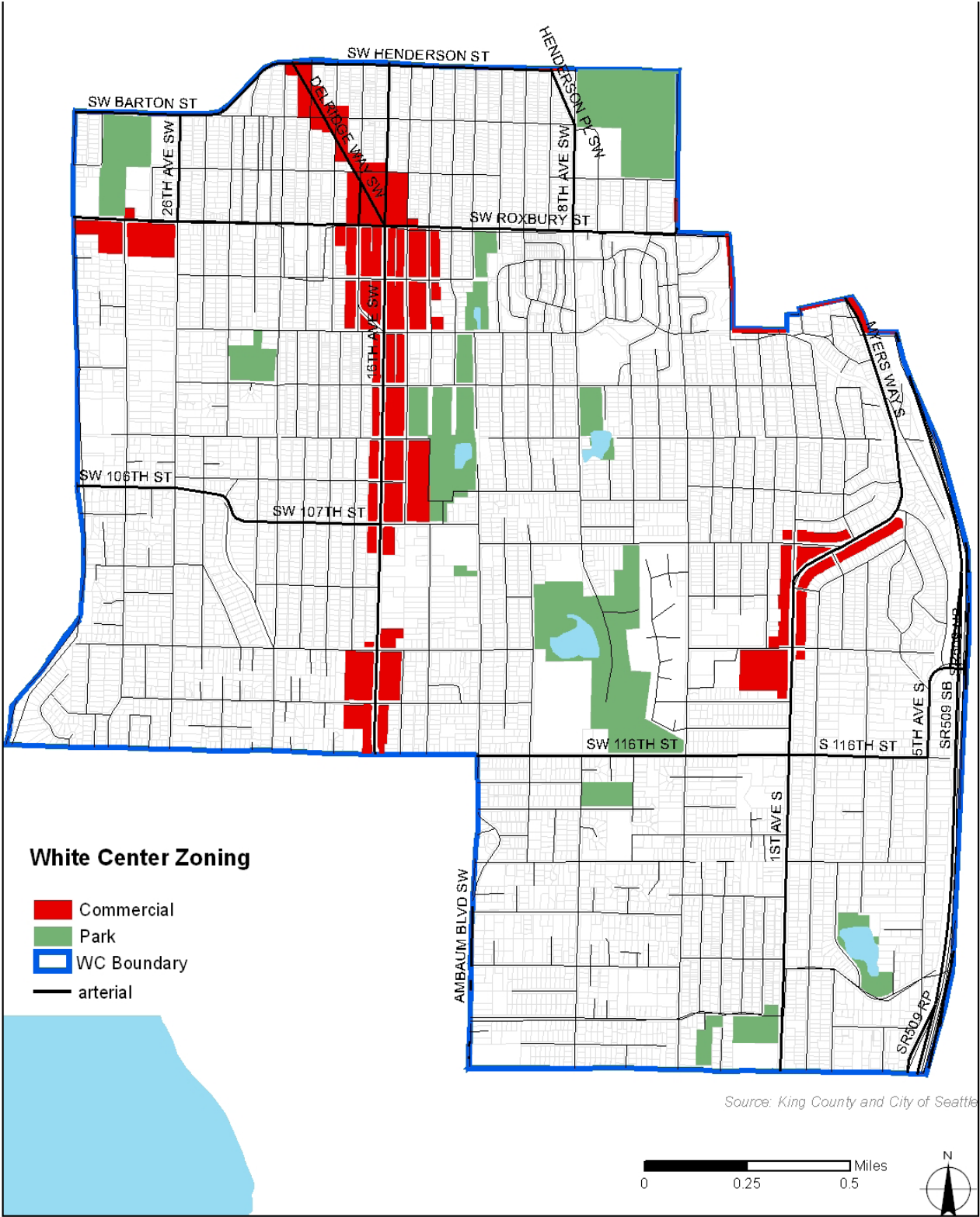
### *SeaTac*

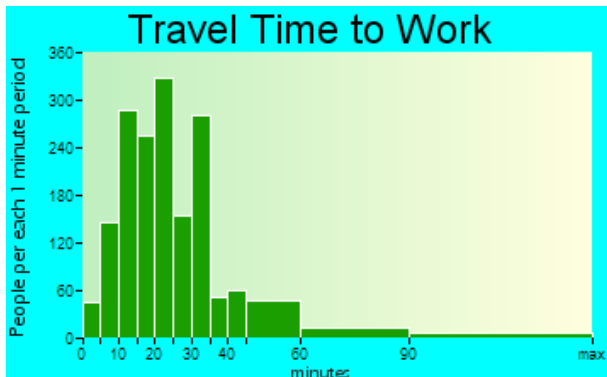
SeaTac Airport is a major employer in the area with positions in security, food preparation, and baggage handlers. Because of its proximity, the airport and surrounding business provide employment opportunities for White Center residents.





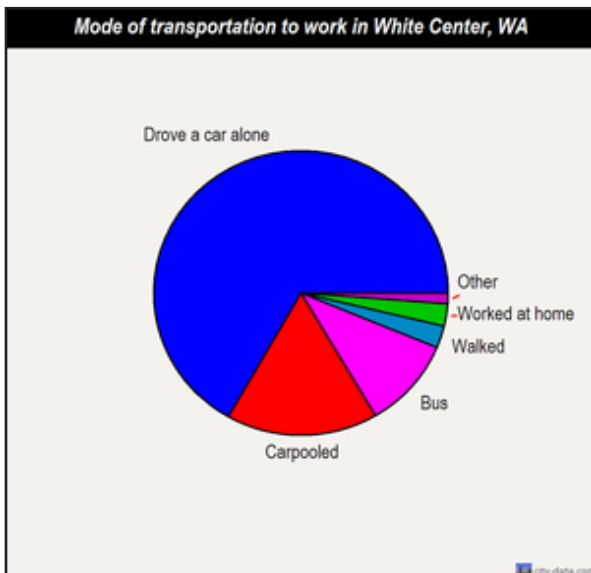
Map 1: Business Districts Outside Downtown White Center





Source: City-data.com

Figure 13: Travel Time to Work.



Source: City-data.com

Figure 14: Mode of Transportation to Work in White Center, WA.

### West Seattle and Burien

In West Seattle, Home Depot is a large employer. West Seattle and Burien have similar employment in terms of low-paying positions in supermarkets like Albertson, fast food restaurants like McDonald's, or in one of the nail and beauty salons.

### Accessibility to Major Employment Centers

White Center has historically been a bedroom community with residents commuting to employment centers in surrounding communities. The daytime population of White Center is reduced by 6,577 (or 31.4%) due to commuting patterns. A small percentage of White Center residents work within the community boundaries (8.0%).<sup>8</sup> The mean travel time to work for a White Center resident is 26.1 minutes, with most commute times between 10 to 35 minutes.<sup>9</sup>

With most job opportunities located outside of the White Center, residents are dependent on automobiles to get to work. Eighty four percent of White Center residents get to work by automobile either driving alone (67%) or carpooling (17%). Other means of transportation to work for White Center residents include bus (10%), walking (3%), working at home (3%), and other (1%).<sup>10</sup>

The major employment centers considered in this section are Downtown Seattle, First Hill, SeaTac Airport, Duwamish Industrial Area, SoDo, Burien, and West Seattle. The following provides a summary of the major transit and arterial connections to White Center:

- 1) *Downtown Seattle:* White Center is well connected to direct bus lines to downtown Seattle.. Major connecting arterials are I-5 and SR-99.
- 2) *First Hill:* The hospital and healthcare employers in First Hill are only connected

<sup>8</sup> City-data.com – information from the 2000 US Census

<sup>9</sup> City-data.com – information from the 2000 US Census

<sup>10</sup> City-data.com – information from the 2000 US Census



directly to White Center with one bus line which starts on the outskirts of White Center; however, other connecting buses are available. The major arterial connecting White Center to First Hill is I-5.

- 3) *SeaTac Airport*: Only one bus line connects White Center directly to SeaTac airport even though other connecting buses are available. Major arterials connecting White Center to SeaTac airport include SR-509 and SR- 518.
- 4) *Duwamish Industrial Area*: Boeing Industrial and port employment in this area are connected to White Center with several direct bus lines and through SR-99.
- 5) *SoDo*: Only one bus line goes directly from White Center to SODO, however, connections from other areas are available. The major arterials connecting to SODO are I-5 and SR-99.
- 6) *Burien*: As an employment center, Burien is well connected to White Center with frequent bus lines, schedules and a commuter bus line. The major arterial connecting Burien to White Center is SR-509.

- 7) *West Seattle*: There are several bus lines serving West Seattle from White Center as an employment center including one that functions exclusively during busyness hours. The major arterials connecting West Seattle to White Center include 35<sup>th</sup> Ave SW, Delridge Way SW, and W Marginal Way SW.

| Employer                        | Bus line                      | Frequency Available                                   |
|---------------------------------|-------------------------------|---|
| <i>Downtown Seattle</i>         | 22, 23, 54, 85, 113, 120, 125 | Every 15-30 minutes throughout the day plus commuters |
| <i>First Hill</i>               | 60                            | About every 30 mins throughout the day                |
| <i>SeaTac Airport</i>           | 560                           | About every 30 mins                                   |
| <i>Duwamish Industrial Area</i> | 22, 23, 60, 113               | Every 15-30 minutes throughout the day plus commuters |
| <i>SODO</i>                     | 60                            | About every 30 mins throughout the day                |
| <i>Burien</i>                   | 120, 133, 560                 | Every 15-30 minutes throughout the day plus commuters |
| <i>West Seattle</i>             | 22, 54, 128, 560              | Every 20-30 minutes                                   |

Source: King County Metro Transit

Figure 15: Bus Routes Connecting to White Center.

### 3.1.3: Job Opportunities

Comparing White Center to four other King County cities of similar size in estimated civilian labor force, White Center has a significantly higher unemployment rate of 6.9% (Figure 16). Therefore, job creation is a legitimate concern for the White Center community as part of its economic revitalization. The following assessments look at the local and surrounding job opportunities and also project which jobs will be in demand or decline.

#### Local Job Opportunities

A livable wage is defined as earning enough to be able to afford to spend 30 percent of the income on housing. With the average rent of \$694.00/month for a medium size, one bedroom apartment in White Center (Dupre and Scott Apartment Advisors, Inc.), one must earn at least \$14.50 per hour to live comfortably in White Center. From Table 8, displaying the jobs with vacancies in King County for 2006, there are roughly 24 types of vocations that do not pay a livable wage. Therefore, it is important to equip residents to find good jobs with livable incomes.

Job opportunities listed in the *White Center News* are located in Bellevue, Des Moines, Burien, Downtown Seattle and West Seattle. The types

of jobs advertised are health care, sales, and entry-level management. Most highly-skilled jobs which offer livable wages are not located in White Center, nor were they in Burien or West Seattle. Nearby jobs,, according to the advertisements, are paying minimum wages or just above, approximately \$7.50/hr - \$10.00/hr.

In 2006, only 6 out of 23 jobs (26%) that had vacancies were lower skilled jobs. Seventy-four percent of all the growing jobs required employees with certificates or degrees from either a vocational, community, or four-year college.

| Geographical Areas             | Estimated for 2005   |          |            |                   |
|--------------------------------|----------------------|----------|------------|-------------------|
|                                | Civilian Labor Force | Employed | Unemployed | Unemployment Rate |
| Kenmore city, Washington       | 10,932               | 10,564   | 368        | 3.4               |
| Mercer Island city, Washington | 10,806               | 10,438   | 368        | 3.4               |
| White Center CDP, Washington   | 10,655               | 9,925    | 730        | 6.9               |
| Tukwila city, Washington       | 9,927                | 9,276    | 651        | 6.6               |
| Lakeland North CDP, Washington | 8,383                | 8,008    | 375        | 4.5               |

Sources: Census 2000 and Employment Security Department Annual Averages 2005 (Census Share Methodology)

Figure 16: White Center's unemployment rate comparison.



| Title   | Wage    | Title  | Wage    |
|---|---------|--|---------|
| Secretaries, Except Legal, Medical, and Executive                     | \$14.42 | Radiologist Technologists and Technicians          | \$11.54 |
| Billing and Posting Clerks and Machine Operators                      | \$14.00 | Dental Assistants                                  | \$11.50 |
| Medical and Clinical Laboratory Technicians                           | \$14.00 | Receptionists and Information Clerks               | \$11.00 |
| Medical Assistants  | \$13.75 | Medical Records and Health Information Technicians | \$11.00 |
| Heating, Air Conditioning, and Refrigeration Mechanics and Installers | \$13.00 | Personal and Home Care Aides                       | \$10.00 |
| Bookkeeping, Accounting, and Auditing Clerks                          | \$13.00 | Production Workers, All Other                      | \$10.00 |
| Medical Secretaries   | \$13.00 | Helpers--Production Workers                        | \$10.00 |
| Executive Secretaries and Administrative Assistants                   | \$12.50 | Assemblers and Fabricators, All Other              | \$10.00 |
| Helpers—Carpenters  | \$12.00 | Roofers  | \$10.00 |
| Word Processors and Typists   | \$12.00 | Nursing Aides, Orderlies, and Attendants           | \$10.00 |
| Home Health Aides   | \$12.00 | Office Clerks, General                             | \$9.13  |
| Healthcare Support Workers, All Other                                 | \$12.00 | Team Assemblers                                    | \$8.00  |

Source: Job Vacancy Survey, October 2006. Washington Employment Security Dept., Labor Market and Economic Analysis Branch.

Figure 17: Jobs Paying Under Livable Wage Standards.

| Title   | Estimated Employment |        | Avg. Annual Growth Rate 2004-2009 |
|---|----------------------|--------|-----------------------------------|
|   | 2004                 | 2009   |                                   |
| Engine and Other Machine Assemblers                           | 798                  | 1,075  | 6.10%                             |
| Aircraft Structure, Surfaces, Rigging, and Systems Assemblers | 512                  | 663    | 5.30%                             |
| Drafters, All Other   | 671                  | 850    | 4.80%                             |
| Engineering Technicians, Except Drafters, All Other           | 1,706                | 2,125  | 4.50%                             |
| Travel Agents   | 2,682                | 3,279  | 4.10%                             |
| Computer Software Engineers, Applications                     | 20,437               | 24,842 | 4.00%                             |
| Industrial Engineering Technicians                            | 1,141                | 1,385  | 4.00%                             |
| Tool and Die Makers   | 475                  | 575    | 3.90%                             |
| Surveying and Mapping Technicians                             | 559                  | 674    | 3.80%                             |
| Roofers   | 1,495                | 1,798  | 3.80%                             |
| Computer Software Engineers, Systems Software                 | 11,124               | 13,328 | 3.70%                             |
| Computer Programmers  | 9,038                | 10,826 | 3.70%                             |
| Architects, Except Landscape and Naval                        | 2,370                | 2,838  | 3.70%                             |
| Aircraft Mechanics and Service Technicians                    | 2,042                | 2,439  | 3.60%                             |
| Helpers Carpenters  | 1,887                | 2,248  | 3.60%                             |
| Architectural and Civil Drafters                              | 1,178                | 1,394  | 3.40%                             |
| Production Workers, All Other                                 | 981                  | 1,155  | 3.30%                             |
| Electrical and Electronics Drafters                           | 486                  | 570    | 3.20%                             |
| Mechanical Drafters   | 707                  | 828    | 3.20%                             |
| Computer Support Specialists                                  | 7,830                | 9,165  | 3.20%                             |
| Tool and Die Makers   | 960                  | 1,121  | 3.10%                             |
| Helpers Production Workers                                    | 2,598                | 3,031  | 3.10%                             |
| Emergency Medical Technicians and Paramedics                  | 1,362                | 1,579  | 3.00%                             |

Source: Washington Occupational Employment Projections, June 2006. Washington Employment Security Department, Labor Market and Economic Analysis Branch

Figure 18: Highest Employment Growth Rate (2004-2009).

## King County Job Growth Sectors

Figure 18 illustrates the careers that are projected to experience the highest growth (3% and above) between the years **2004-2009** in King County.

Figure 19 shows the 10 jobs with the highest average annual job growth projection from **2009 to 2014**. Nine of these jobs require intensive training or certification. Therefore, higher education and training are prerequisites for White Center citizens to obtain these jobs.

In the following table, which lists average wage in relationship to required qualifications for employment, eight jobs earn a liveable income (\$ 16 per hour and up). These jobs comprise all but one of the top three jobs in the categories of certification, education beyond High School (HS), and prior experience. These qualifications are all essential for earning a livable income.



| Title   | Avg. Annual Opening Due to Growth<br>2009-2014 |
|---|--|
| Computer Software Engineers, Applications     | 589  |
| Computer Software Engineers, Systems Software | 417  |
| Office Clerks, General                        | 392  |
| Registered Nurses                             | 353  |
| Computer Programmers                          | 349  |
| Computer Support Specialists                  | 215  |
| Carpenters                                    | 215  |
| Bookkeeping, Accounting, and Auditing Clerks  | 207  |
| Accountants and Auditors                      | 188  |
| Computer Systems Analysts                     | 156  |

Source: Job Vacancy Survey, October 2006. Washington Employment Security Department, Labor Market and Economic Analysis Branch.

Figure 19: Jobs with most numbers of openings (2009-2014).

| Title                                  | Certified           | \$/hr |
|--|---------------------|-------|
| Licensed Practical & Vocational Nurses | 100%                | 20.00 |
| Nursing Aides & Orderlies              | 98%                 | 10.00 |
| Register Nurses                        | 97%                 | 32.00 |
| Title                                  | Education Beyond HS | \$/hr |
| Architects, Except Landscape & Naval   | 100%                | 16.35 |
| Computer Software Engineers            | 100%                | 33.65 |
| Accountants & Auditors                 | 98%                 | 24.73 |
| Title                                  | Experience          | \$/hr |
| Computer Programmers                   | 100%                | 28.85 |
| Electricians                           | 100%                | 25.00 |
| Computer Software Engineer             | 98%                 | 33.65 |

Source: Job Vacancy Survey, October 2006. Washington Employment Security Department, Labor Market and Economic Analysis Branch.

Figure 20: Qualifications for Employment with Livable Wage.



## Appendix 3.2: Secondary School Workforce Development Efforts

### Summary

The workforce development role of a community's secondary school is critical. White Center's primary secondary school, Evergreen High School (EHS), has a record of scholastic underachievement and youth violence. Since the introduction of the Washington Assessment of Student Learning (WASL) in 1995, EHS has been experiencing an improvement in its students' test scores in most academic areas, and the school has experienced a reduction in the level of violence overall. Moreover, new changes to the administrative structure of the schools, implemented within the previous four years, have yielded encouraging improvement, both in the academic performance and in the outlook of the students themselves.

### Background

While students living in White Center may attend a number of different primary and secondary schools, the main school district responsible for the area is the Highline Public Schools, located in Burien. The district contains more than 17,000 students, 31 separate primary and secondary schools, and a number of alternative and gifted student programs.

Evergreen High School, the primary secondary school for White Center area, has faced a variety of challenges over the last 30 years. Once the flagship school of the Highline School District, EHS mirrored the challenges faced in White Center from the late 1970s to the mid-1990s. Problems such as reductions in high wage jobs and area businesses, and an increase in crime contributed to decreases in the school's performance.

In 1993, Washington State passed education reform legislation which mandated secondary schools to annually administer the standardized Washington Assessment of Student Learning (WASL) exam to 10<sup>th</sup> graders. Testing in the areas of reading, writing, math and listening were phased in starting in 1998. During the 2003-2004 testing period, the subject area of science was added. By 2008, students must pass this exam to graduate from any Washington secondary school.

When testing began in 1998, EHS had passing percentages of 33.2% in reading, 23.7% in math and 23.4% in writing. Since that time, passage rates for both reading and writing have increased steadily; however, math has continued to languish. The recent inclusion of science over the last two years has seen a decline in testing scores. In the 2005-2006 testing period, these pass rates were 64.1% for reading, 32.1% for math, 63.6% for writing and 18.3% for science.

The scores in both reading and writing have significantly improved between 1998 and 2005. Even with this improvement, these scores indicate that Evergreen High School students are *not* earning passing grades sufficient enough to graduate (35.9% in reading, 67.9% in math, 36.4% in writing and 81.7% in science). In order for Evergreen to reach a sufficient point of graduating its students, the administration has undertaken an aggressive program to improve student academic performance, while also attempting to mitigate some of the negative impacts from issues such as drop-outs, etc..

A variety of factors can contribute to the reduction of the academic performance in a high school; many of which are present at Evergreen High School:

- **Reduced resources and increased burden:** Over the years, there has been an increase in federal or state mandates

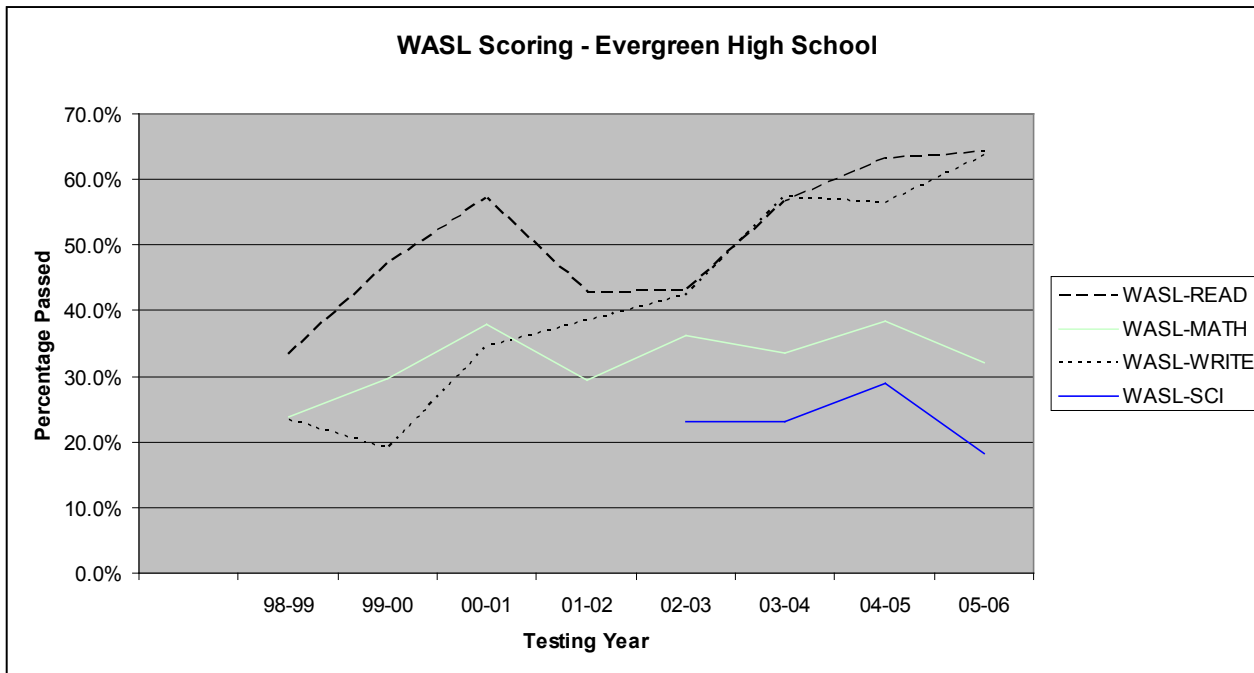


Figure 21: WASL Passing Scores at Evergreen High School

for education. These mandates require more resources but little or no additional funds have been provided. The Highline School District receives approximately \$4500 per student, per year (commonly referred to as a 'Full Time Equivalent' or FTE) from the state. This amount is insufficient for covering the full costs of education, so the district must turn to the community in the form of voter-approved school levies to make up the difference.

- **Language Fragmentation:** The Highline School District has more than 51 languages spoken within it including more than 20 at Evergreen High School alone. The district is mandated by law to serve all the students, and as a result, the school administration can be overwhelmed.
- **Lack of parental involvement:** Student's families are often unable to take part in their child's education because of their economic and occupational background. Mike Sita, Supervisor of High School

Programs, advises that if one considers the base economic situation of a family, and then overlay it with cultural or language barriers, the result is often families who are preoccupied with day-to-day existence and cannot make the child's education a priority.

- **Families end up moving and never put down roots:** Similar to the situation above, many families find themselves in unstable job or living situations, and move from place to place (often relatives' homes) within short periods of time. This disruption causes incomplete periods of learning which inhibits acquisition of particular skills, for example, reading comprehension, and math skills.

At Evergreen High School, the impact felt by the factors above have resulted in these circumstances:

- **Teens who are homeless or transient** – about 1,400 (10%) of the Highline



School District's 14,000 students could be considered transient. Some are actually "homeless", but most are with parents who do not have a stable place to live. Sita says this is a growing problem within his district and elsewhere throughout the country.

- **Families end up moving and never put down roots: Teens who are parents themselves** – Highline reports that within the district approximately 50 minors have children of their own.
- **Families end up moving and never put down roots: Teens who are former felons** – Within the district there are approximately 1,100 teens with juvenile arrest or conviction records, 50 within Evergreen High School alone.

### Seeking Solutions

In response to these issues, the Highline School District has taken a number of steps to improve the situation for their students, and to correspond with the performance of the district as a whole. The efforts include:

- **Families end up moving and never put down roots: Small Schools Plan:** The Small School Plan reduces the amount of student-teacher circulation within larger schools in order to improve the consistency and degree of student-teacher interaction. While class sizes per se are not reduced, the total number of students exposed to a defined set of teachers is capped. This ensures the same adults participate in the life of the child. This initiative is achieved by administratively dissecting standard large schools into smaller sub-schools, each of which is given a unique identity. Each small school coalesces around a 'theme' (such as the arts or technology), and all curriculum within that school utilizes the theme in its lessons. The benefits

of this system are more stability within the child's academic life, increased identity on the part of the student body and the sub-school, and more attention paid to increasing the performance and responsibility on the part of the student themselves.

In the seven years since inception, the Highline School District Small Schools Program has met with good results. At Evergreen (consisting of the 'Arts & Academic Academy; Health, Science & Human Services School and the Technology, Engineer & Communications School), the program was started four years ago and will be fully operating this fall. Starting in Fall 2007, all grades at Evergreen will be integrated into one of the three sub-schools above. For more information on Evergreens Small School program, go to: <http://www.hsd401.org/ourschools/highschools/evergreen/index.htm>

- **Families end up moving and never put down roots: Career Clusters Program:** This program seeks to identify pathways from secondary school to colleges to graduate school, and to the workplace. The program permits students to learn about career options and what is required to get there. The program motivates students to work harder, enroll in more rigorous courses and view the career path in the context of their academic choices and efforts. For more information on Career Clusters, go to: <http://www.careerclusters.org/>
- **Families end up moving and never put down roots: The Running Start and the 13th Year Programs:** Highline seeks to integrate the educational experience from high school directly into college by preparing every student for a potential

college education. Also, Highline provides a framework in which the child can experience the demands and rewards of college education prior to high school graduation.

The Running Start program allows the student to take community college classes while still in high school. In the 13th Year Program, the students can make a seamless transition to community college by turning high school into a college (or technical training) preparatory school.

- **Families end up moving and never put down roots: Alternative Programs:**

Highline has also been active in the creation of alternative programs for students who may require additional assistance, have special needs, or may have incarcerated. Programs such as ‘Operation Skyway’ seek to engage at-risk youth in practical application activities (building an aircraft, in this case) which challenge their academic skills such as math and science.

Highline also maintains the “New Start Program” which includes an alternative education program, employment readiness, work experience leadership development, career exploration and case management services. The program specifically targets at-risk youth such as high school drop-outs, potential drop-outs, and convicted felons. The program is funded by the Highline School District, with services provided by King County. This program handles about 50 youths per year, all of whom must reside in the White Center area.

From 2001 to 2003, approximately 36% of students participating in the New Start Program have returned to mainstream high school (Evergreen) or earned their GED certificate. Unfortunately, this

program is currently at risk from funding limitations and a recent demand of its meeting the WASL test requirement for graduation.



### Appendix 3.2.1: Workforce Training Programs

#### Introduction

The White Center community has the potential to become a thriving employment center. In order to achieve this, an assessment of training programs available for the community is necessary. Community meeting results have repeatedly shown that residents are concerned about jobs in the area and workforce development in general, as a way to improve on the communities' current assets. Given the demographics of the community, training programs are an essential part of workforce development in White Center.

The purpose of this section is to provide an overview of training programs available in White Center and its vicinity. There is currently a wide variety of training programs offered in the area by several institutions including community colleges, non-profits, cultural organizations, and government agencies.

#### Methodology

The purpose of this section is to assess the current workforce development programs in and around White Center. To accomplish this goal, interviews were scheduled with some of the leading service providers in the area. They provide information on the types of programs offered by their organizations, challenges they face and areas that could be improved. Through these interviews, the mission, programs and challenges faced by each organization could be determined. Additional information on the organizations was found on their websites. After this section, there is a table of the programs offered by each organization that includes the program type, description, location, contact information, and partner organizations

### Training Program Providers

In White Center and the surrounding areas, there are a number of workforce training program providers. These suppliers can be organized into four broad categories: community colleges, non-profits, cultural organizations and government agencies. A description of each service provider's mission is detailed below.

#### Community Colleges

*South Seattle Community College (SSCC)*  
The logo for South Seattle Community College features the words "South Seattle" in a large, bold, blue font, followed by "Community College" in a smaller, blue font, and "...in West Seattle" in an even smaller, blue font. Below this, the website address "www.southseattle.edu" is written in a small, blue font.

6000 16th Avenue SW  
 Seattle, WA 98106-1499  
 (206) 764-5363

<http://www.southseattle.edu/programs/basic.ed.htm>

SSCC's motto is "Start Here, Go Anywhere." Located in West Seattle, SSCC offers general studies academic programs that help people to obtain their GEDs or transfer to four-year college programs. In addition, SSCC provides a wide variety of basic skills, ESL (NewHolly Learning Center) and vocational training programs (such as Duwamish Apprenticeship & Education Center and Airport Jobs). The college also has a one-stop center (WorkSource) that offers on-going and individualized job search coaching and assistance.

*Highline Community College*

The logo for Highline Community College features the word "highline" in a stylized, lowercase, blue font with a yellow swoosh above it. Below this, the words "COMMUNITY COLLEGE" are written in a smaller, yellow, uppercase font.

2400 S. 240 St. P.O. Box 98000  
 Des Moines, WA 98198-9800  
 (206) 878-3710

<http://www.highline.edu/home/>

The college delivers innovative education

and training opportunities to foster personal and professional success. It currently has 30 professional technical programs and approximately 3,400 ESL students. Highline provides college transfer programs, vocational training, basic skills, ESL and Vocational ESL programs. While the main campus is located in Des Moines, it has space in the Wiley Center in the Greenbridge development in White Center for ESL training.

#### *Seattle Vocational Institute (SVI)*



2120 South Jackson Street  
Seattle, WA 98144  
(206) 587-4950  
<http://sviweb.sccd.ctc.edu/>

SVI offers basic skills, vocational and workforce training opportunities through short-term, self-contained programs that lead to jobs with a future. The programs include medical, dental, construction, various computer based offerings and more. The college collaborates with business, labor, government and community groups. SVI is part of the Seattle Community College District VI which serves more than 54,000 students.

#### **Non-Profits**

##### *Making Connections*



1615 SW Cambridge St.  
Seattle, WA 98106  
(206) 762-7760  
<http://www.mcskc.org/index.shtml>

Making Connections is an initiative of the Annie

E. Casey Foundation that works with the simple premise: "Children succeed when their families are strong, and families are stronger when they live in neighborhoods connected to the community, economic opportunity and necessary services." Making Connections focuses on improving job opportunities and identifies the potential employment area for White Center residents. It targets certain growing employment sectors that do not require a high level of education but provide living wages, such as healthcare, construction and airport jobs.

##### *Neighborhood House*



4410 29th Avenue South Seattle, WA 98108  
905 Spruce Street Seattle, WA 98104  
(206) 461-8430  
<http://www.nhwa.org>

The mission of Neighborhood House is to help diverse communities of people with limited resources attain their goals for self-sufficiency, financial independence, and community building. It provides a number of different services for its clients such as community health, housing, head start and employment training. Neighborhood House offers ESL classes for low-level English speakers. In addition, it has a help line that provides emergency services, case management, community building, parent engagement, and community building in White Center.

##### *YWCA Career Center*



9800 8th Avenue SW  
Seattle, WA 98106  
(Wiley Center)  
(206) 461-4882  
<http://www.ywcaworks.org>





The mission of the YWCA Career Center is to advance the quality of life for women of all ages, races, and faiths, and their families. In support of this mission, the YWCA provides services to meet critical needs, promote self-sufficiency, reduce violence, and achieve equal opportunities for all people. The center works with King County (KC) Section 8 housing recipients, Hope VI residents from 2001, KC Food stamp recipients, and any White Center residents. Specifically, it works in job placement, offers basic skill training programs, some ESL and GED classes and lists available jobs and job search resources and training referrals.

*Southwest Youth and Family Services*



4555 Delridge Way SW  
Seattle, WA 98106  
(206) 937-7680

Latino Family Center  
12808 Ambaum Blvd. SW  
Seattle, WA 98145  
(206) 923-7188  
<http://www.swyfs.org>

Southwest Youth & Family Services helps people use their own strengths to make what they want of their lives. It offers counseling, education, and family support programs for people in West Seattle, White Center, and South Park, and many participants use more than one program. Specifically, it offers “High School Re-entry Program,” “Teen Parent GED Program” and ESL classes. Most of the services are free.

*Center for Career Alternative (CCA)*



901 Rainier Avenue South  
Seattle, Washington 98144  
(206) 957-0684  
<http://www.ccawa.org>

The CCA provides the highest quality education, employment, training and career development services leading to individual self-sufficiency and self worth for a culturally diverse population of disadvantaged youth and adults. Established in 1979, CCA is a non-profit human service organization that has successfully provided no cost education, employment, training and career development services to over 15,000 residents of King and Snohomish Counties.

*Literary Source*



720 N. 35th St  
Seattle, WA 98103  
(206) 782-2050  
<http://www.literacy-source.org/>

The Literacy Source mission is to build a literate community by providing learner-centered instruction to adults in English literacy and basic life skills. Besides ESL classes, Literary Source also assists refugees with Citizenship and Immigration Services (CIS) interview and exam. Literacy Source offers a citizenship course in White Center.

*Airport Jobs: partners with SSCC for Airport University*



## **Airport Jobs**

Sea-Tac Employment Information from Port Jobs

Sea-Tac International Airport  
P.O. Box 68727, Room 6447  
Sea-Tac, WA 98168  
Phone: (206) 835-7501  
<http://www.airportjobs.org/>

Airport Jobs is one-stop job search center at Seattle-Tacoma International Airport. Job-seekers review current job openings for airport and local related employers, submit job applications to employers, use on-site fax machine, copier, and internet access for a job search and learn about Unemployment Insurance and WorkSource. No appointment is needed and all services are free.

### **Cultural Organizations**

*CASA Latina: Centro de Ayuda Solidaria a los Amigos*



220 Blanchard St.  
Seattle, WA 98121  
(206) 956-0779  
<http://www.casa-latina.org>

CASA Latina is a community-based organization near downtown Seattle that empowers Latino immigrants through educational and employment opportunities. More than 1,000 immigrants enroll in the programs annually. The organization offers English language classes for immigrant workers as well as workshops on job safety, worker rights, and consumer education. It also introduces immigrant workers to employers and help workers develop their own small businesses or long-term employment relationships.

*Trusted Advocates (TA)*

TA represents the various ethnic groups in White Center. While they do not provide workforce development programs, they work with Making Connections to provide outreach to the community.

*International Marketplace*

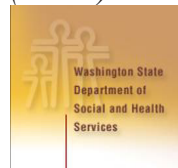
The international marketplace is a cooperative business incubator based on a successful model in Minneapolis, MN. For more details, see the Civic Capacity Element.

*Refugee Center*

The center helps refugees and immigrants with employment services like skill training, ESL, Vocational ESL and vocational training. It also works with employers to provide training for those companies in areas like electronic assembly.

### **Government Agencies**

*Department of Social and Health Services (DSHS)*



9650 15th Ave SW  
Seattle, WA 98106-2820  
(206) 341-7430  
<http://www.dshs.wa.gov>

DSHS is a helping hand and lifeline for one out of every four Washington residents. Each year, more than 1.5 million children, families, vulnerable adults and seniors come to DSHS for protection, comfort, food assistance, financial aid, medical care and other services. DSHS is able to provide services from several programs to meet the multiple needs of the majority of clients.



*King County Housing Authority (KCHA):  
Greenbridge*

**King County Housing Authority**

10006 Fourth Pl. SW  
Seattle, WA 98106  
Telephone: (206) 574-1160  
<http://www.kcha.org/home/home.aspx>

The King County Housing Authority provides an array of affordable housing options. Subsidized housing communities are managed and maintained by KCHA, while people who receive Housing Choice vouchers receive subsidies that help them pay rent for apartments and other kinds of homes on the private market. People can also find subsidized units on the private market through the Private Housing program. KCHA also provides services to its residents through partner organizations including ESL and job training.

*Seattle Jobs Initiative*



330 6th Avenue North, Suite 301  
Seattle, WA 98109  
(206) 628-6975  
<http://www.seattlejobsinitiative.com>

Seattle Jobs Initiative is a nonprofit organization that creates opportunities for people to support themselves and their families through living wage careers. All of their work is designed to eliminate barriers to good paying, long-term work. They align support services – including housing, childcare, transportation and counseling – with job skills training and job placement assistance. Their policy work supports legislative changes

that improve access to training and services for low-income individuals. Through partnerships and innovative approaches, they help people chart a path to economic self-sufficiency. Seattle Jobs Initiative's services are available to Seattle resident only.

**Types of Workforce Training Programs**

Most workforce development service providers offer multiple programs, but most of the programs fit within one of the following groups. The groups of programs range from English training to vocational skills to family support.

*Basic Skills/GED Completion*

This type of program provides training for an individual with the ability to read, write and compute in a variety of content areas. For people who are interested in pursuing a four-year college degree in the future, this type of program can also help students who do not have high school diplomas to obtain General Education Diploma (GED) so some of them may still qualify for federal student aid.

*Computer Skills Training*

Computer skills training improve proficiency in common software applications used in most offices, such as Microsoft Word, Excel and PowerPoint.

*Citizenship/Work Visa Programs*

Work visa programs provide services to immigrants who just moved to the United States and are still in the process of obtaining work visas. Citizenship programs are for people who seeks assistance to pass their American citizenship exams.

*ESL Training*

Having adequate proficiency in English literacy is a survival requirement for an individual in

American society. For people whose primary language is not English, this type of programs provides training for people to improve their English language skills at a number of levels.

#### *Vocational ESL (VESL)*

Besides improving one's English proficiency, VESL also provides vocational and technical training at the same time to enhance one's ability in seeking employment.

#### *Vocational Training*

These programs provide learning opportunities for careers or professions that are traditionally non-academic and directly related to a trade, occupation or "vocation" in which the learner participates.

#### *Apprenticeship Programs*

Apprenticeship is a system of training regulated by law or custom which combines on-the-job training and work experience while in paid employment with formal off-the-job training. The apprentice enters into a contract of training or training agreement with an employer which imposes mutual obligations on both parties. Traditionally, apprenticeships are in trade occupations and with multiple-year durations.

#### *Job Search Training*

Many programs provide assistance with job interview skills and resume building, as well as assist applicants in locating jobs.

#### *Job Pipelines*

Making Connections has created a work pipeline to employment sectors such as airport, construction and healthcare jobs by working directly with employers to find jobs for White Center residents.

#### *Job Placement*

This type of program matches peoples' skill sets with suitable job opportunities.

#### *Higher Education and Transfer Programs*

Continuing education and further academic training provide people with the opportunities to advance their education as well as their career development.

#### *Family Support (Childcare, short-term financial assistance)*

Especially for women and people who work at non-traditional hours, affordable childcare is essential to keep them in the workforce.

### **Training Programs Gaps and Challenges**

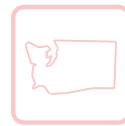
Through the meetings with the workforce development program providers, a number of gaps and challenges became apparent. With the diversity of groups represented there many challenges were identified, some in conflict with each other. Below is a description of the major workforce development program gaps and challenges.

#### *Coordination and Duplication of Services*

There are a number of different organizations that provide the same or similar services (for example, ESL or job placement). Some duplication is necessary because of the different geographic locations and the different missions or aspects of the training. However, better coordination of the programs allows for more efficient use of limited resources.

#### *Services for Undocumented Immigrants*

There is an increasing amount of undocumented immigrants in White Center. These people face challenges in training because they cannot get access to federal funding. There are no services available in White Center to support this population.



*Funding for Expanded Services*

Funding for workforce development has been stagnant or decreasing in recent years. Workforce development funding needs to be increased to meet future workforce challenges.

*Highlight Existing Programs and Outreach*

Some programs have additional funding for training and could use more applicants. With the strong local economy, people do not feel the need to get vocational training. It is important to highlight all of the programs in and around White Center and to find different avenues of outreach.

*Need for Students in Programs*

Because some programs do not have enough funding to advertise, and some newcomers and immigrants are unaware of the programs available, certain organizations have capacity to enroll more people in their programs.

*Access to Living Wage Employment*

There are some jobs available in White Center, but the jobs are mostly in the service industry. These jobs do not pay a living wage or offer benefits like health insurance.

*Case Management and Training Retention*

Retaining people in job training programs is a challenge. People do not complete work training programs for a number of reasons. For example, during the training programs, people may encounter employment opportunities and decide to work first. Also, some may find that the training is too challenging and dislike the programs. Some groups, like Neighborhood House, have found that assigning a case manager to an individual in the training program improves the retention and completion rate. In some cases the case manager will work the individual for a number of years after they complete their training programs.

**Appendix 3.2.1.1: Apprenticeship Training Programs**

Apprenticeships with the major trades exist via training partnerships established between the trade unions and academic institutions across the United States. In Western Washington, apprenticeship training programs in the trades are provided by the local community colleges.

At South Seattle Community College (SSCC), the trades maintain a training arm in the Duwamish Apprenticeship & Education Center (DAEC). There, a variety of traditional and non-traditional trade skills are taught funded by a partnership of the college itself and the corresponding trade union.

More than 35% of Washington State's apprentices are taught at the DAEC. Following training, a student transitioning from the rank of Apprentice to Journeyman earns an annual salary of approximately \$51,000 (Jill Wakefield, President SSCC, The Seattle Channel, November 3<sup>rd</sup>, 2004).

As of May, 2007 inventory of the DAEC training programs included:

- Boiler Makers
- Cement Masons
- Construction Linemen, Power Line Clearance and Tree Trimmers
- Cosmetology
- Electricians
- Firefighters
- Floor Covering
- Glaziers, Architectural Metal, and Glass Workers
- Iron Workers
- Masonry Trades (Bricklayers, Caulkers, and Tile Setters)
- Meat Cutters



- Painters, Decorators, and Tapers (Drywall)
- Seattle City Light Electrical Workers
- Sprinkler Fitters

DAEC also strives to provide training in emerging trades which come as the result of new technologies or industries:

- Sustainable building practices
- Building life cycle assessment
- Electric automobile maintenance
- Hydraulics – elevator installation
- Welding

New programs which come as the result of changing demographics or occupational shifts, which require either modified or new skill sets:

- Certified school secretaries – With the disappearance of the ‘school nurse’, the secretary is being forced to fill in for minor medical emergencies. The new role is one wherein the secretary would provide doses of medication, take vital signs, dress wounds, etc.
- Elevator Constructors – With the continued development of high rises, elevators have continued to grow in installations – and hence a specialized role of elevator constructors.
- WSDOT Traffic Technicians – A career-ladder position to a Traffic Engineer, Traffic Technicians work on the highways and plan and execute construction for major projects. Candidates have to have some minor math skills, measuring skills, etc.
- WSDOT Bridge Inspectors – These careers utilize existing skill sets of visual inspection and adds the the new technology of composite materials, etc.
- Hydro-Operators – New career position – with the Bonneville in the creation of

power.

- Marine Electronics – Works in shipyards on existing projects.
- Home Healthcare Aid – Currently unlicensed, this position has a union, and will likely grow because of the increasing number of elders in our society and the need for in-home assistance.

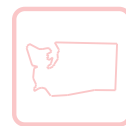
While the popularity and economic viability of the programs vary broadly, the majority of them are either at or under capacity. Pinky Dale, Dean of Apprenticeship & Specialized Training at DAEC, describes the demand for skilled workers as clearly outstripping supply at this time. “I have an employer who just called me asking for one hundred painters by tomorrow morning, and I just don’t have them” says Dale.

The limitation of available students occurs within the training programs as well – in the form of attrition. Mark Mahon, instructor in the Cement Masons apprenticeship program, estimated the attrition rate of students in the first year of their three year program to be nearly 50%. “Students quit for a variety of reasons...” he said, “...and the trades should employ some modern human resource techniques to determine why.”

### Appendix 3.3: Decision Matrix and Evaluation Scoring

#### Suggested Solutions:

- **Area Services Workforce Database:** A new database would provide expanded information on programs and services, including community college services and non-traditional, culturally based services. All service providers would contribute to the database, and access would be provided via the internet with assistance from a hosting organization’s staff.





- **Workforce Summit:** All of the workforce development organizations should work together to hone a strategy which better coordinates workforce development programs and services. Such a conference would help to avoid unnecessary duplication of services, distinguish programs from one another, and better serve the White Center residents.
- **Newcomer Center:** Similar in design to the database mentioned above, the Newcomer Center would provide useful information on local services (such as immigration services, drivers license information, etc), assisting both immigrants and non-immigrants alike. The Newcomer Center would have staff on hand to assist users who may not possess sufficient computer skills themselves. Like the Area Services Workforce Database noted above, the Newcomer Center is envisioned to be a combined volunteer effort of both service providers and supportative non-profit groups.
- **ESL at Night Program:** A joint program between the Highline School District and the Highline Community College would provide ESL services to the parents of currently enrolled students and others in the community who desire to build English skills. Beyond language skills, this program would seek to extend and improve community relations among parents in the immigrant community, create community cohesion, and prevent power shifts within immigrant families by expanding language skills.
- **Micro-Financing for Small Businesses:** This program would partner professionals in the field of micro-finance with small groups in White Center to foster new small businesses through small start up loans. For example, working with professional micro-finance groups such as the Grameen Foundation, community organizations within White Center can help facilitate the development of small businesses which might otherwise be unable to enter the market.
- **Service Exchange:** The Service Exchange program would leverage the existing computer network to provide a platform wherein White Center residents could engage in barter trade. Under this program, members could offer goods or services in exchange for other goods and services. Modeled on other bartering systems, this program seeks to utilize the existing skill sets of residents, and alleviate some financial burdens for goods and services.
- **Short Term Crisis Loan Program (for Individuals):** Administered by a sponsoring organization, this program seeks to provide small personal loans to known individuals who may be experiencing a temporary financial crisis. Those eligible for this program would be known to the administering organization, and would have to demonstrate a short term critical need for assistance. Examples of need could be an automobile failure which in turn threatens a job, a sudden need for childcare so the parent can work, or other disruptive short term emergency.
- **Case Management:** A reverse of the traditional case management system, this program provides the user with an record of their workforce training efforts. A record could be used by different service providers to determine additional services needed, and would increase the likelihood of program completion.

- **Mercado Startup Training:** The Mercado is a Latino or ethnic market place that provides training and low cost retail space for local business entrepreneurs. Working on a modest scale, the Mercado provides incubation services to startup businesses, and is currently under consideration by local non-profit groups. This companion program envisions the training necessary for the eventual Mercado vendors, to assist them in learning how to manage and operate a small business.

#### **Method of Evaluation:**

The list of potential solutions was evaluated based on the criteria established in Section 3.1. The evaluation criteria were then assigned a base value between 1 and 3, based on their overall relationship to the established goals.

Each potential solution was then scored with a value between 1 and 5, based on how successfully it met each of the evaluation criteria. That value was then multiplied by the weighted criteria score, and summed to get a total evaluation score.

Using the matrix scoring system, the suggested solutions yielded the following result, shown in Figure 27, ranked highest to lowest priority.



| Initial Scoring            | Builds Community | Builds Workforce | Cost of Implementation | Time to Impact | Long-term Impact | Accessibility | Adaptability | Total Score | % of Total |
|----------------------------|------------------|------------------|------------------------|----------------|------------------|---------------|--------------|-------------|------------|
| Database - Jobs            | 2.00             | 3.40             | 4.00                   | 3.25           | 3.60             | 5.00          | 4.00         | 25.25       | 13.48%     |
| Newcomers Center           | 4.00             | 2.00             | 2.50                   | 3.00           | 3.00             | 4.00          | 3.00         | 21.50       | 11.48%     |
| ESL Night at School        | 4.00             | 2.50             | 3.00                   | 3.50           | 3.00             | 2.00          | 2.50         | 20.50       | 10.95%     |
| Micro-Finance for Business | 4.00             | 2.50             | 1.75                   | 2.00           | 3.50             | 3.50          | 3.00         | 20.25       | 10.81%     |
| Crisis Loans               | 1.00             | 2.00             | 2.25                   | 2.00           | 1.50             | 2.50          | 4.50         | 15.75       | 8.41%      |
| Service Exchange           | 4.00             | 2.00             | 4.50                   | 4.00           | 1.75             | 3.50          | 3.50         | 23.25       | 12.42%     |
| Workforce Summit           | 2.00             | 4.50             | 4.00                   | 3.00           | 4.00             | 2.50          | 2.00         | 22.00       | 11.75%     |
| Mercado                    | 3.75             | 4.00             | 1.50                   | 1.50           | 3.50             | 3.00          | 2.00         | 19.25       | 10.28%     |
| Case Management            | 2.00             | 3.50             | 2.00                   | 2.50           | 3.00             | 2.00          | 4.50         | 19.50       | 10.41%     |
| Total                      |                  |                  |                        |                |                  |               |              | 187.25      |            |
| Weighting                  | 2                | 3                | 2                      | 1              | 3                | 2             | 3            |             |            |
| Weighted Scoring           | Builds Community | Builds Workforce | Cost of Implementation | Time to Impact | Long-term Impact | Accessibility | Adaptability | Total Score | % of Total |
| Database - Jobs            | 4.00             | 10.20            | 8.00                   | 3.25           | 10.80            | 10.00         | 12.00        | 58.25       | 13.48%     |
| Workforce Summit           | 4.00             | 13.50            | 8.00                   | 3.00           | 12.00            | 5.00          | 6.00         | 51.50       | 11.92%     |
| Service Exchange           | 8.00             | 6.00             | 9.00                   | 4.00           | 5.25             | 7.00          | 10.50        | 49.75       | 11.52%     |
| Newcomers Center           | 8.00             | 6.00             | 5.00                   | 3.00           | 9.00             | 8.00          | 9.00         | 48.00       | 11.11%     |
| Micro-Finance for Business | 8.00             | 7.50             | 3.50                   | 2.00           | 10.50            | 7.00          | 9.00         | 47.50       | 11.00%     |
| Case Management            | 4.00             | 10.50            | 4.00                   | 2.50           | 9.00             | 4.00          | 13.50        | 47.50       | 11.00%     |
| Mercado                    | 7.50             | 12.00            | 3.00                   | 1.50           | 10.50            | 6.00          | 6.00         | 46.50       | 10.76%     |
| ESL Night at School        | 8.00             | 7.50             | 6.00                   | 3.50           | 9.00             | 4.00          | 7.50         | 45.50       | 10.53%     |
| Crisis Loans               | 2.00             | 6.00             | 4.50                   | 2.00           | 4.50             | 5.00          | 13.50        | 37.50       | 8.68%      |
| Total                      |                  |                  |                        |                |                  |               |              | 432.00      |            |

Figure 22: Workforce Development Evaluation Matrix.

### Appendix 3.3.1: Evaluation Results and Scoring Explanations

This section describes the scored results from evaluation matrix (Figure 22). It shows the rated percentage (within the total field of ranking), and provides background on why the solution scored as it did.

- **Database of Area Services (13.48%):** This potential service yielded the highest score within the evaluation, with a very low potential implementation cost, a narrow time for return, accessibility, and potential for a long-term impact in the building the workforce.
- **Workforce Summit (11.92%):** Coordination will increase efficiency and will have a positive long term impact on the community. However, this project did not score highly in building community among the White Center residents.
- **Service Exchange (11.52%):** This program scored well in most categories, especially in the length of time to impact. It could provide needed modest income and goods and services to White Center residents.
- **Newcomer Center (11.11%):** The Newcomer's Center scored well under most of the criteria, with the exception of building workforce.
- **Micro-Financing for Small Business (11.00%):** This program will provide opportunity for new business owners and could have a long-term impact on jobs in White Center. However, this proposal will take a longer time to implement and has significant expense.
- **Case Management (11.00%):** This proposal score well under the builds workforce, long-term impact and adaptability criteria, and did not score well on the accessibility, time to impact, builds community and cost of implementation criteria.
- **International Marketplace Training (10.76%):** Performing primarily as an educational program, the on-going costs for this program are low. Costs associated with this program do not reflect those costs relating to the physical creation of the Mercado itself.
- **ESL at Night (10.53%):** The ESL at Night program would build community significantly in White Center, but does not build workforce, nor is it very accessible by the general community.
- **Crisis Loan Program for Individuals (8.68%):** This program would be effective because it is adaptable to the circumstances of the individuals. However, the program would narrowly impact workforce development.



### **Appendix 3.4: Description and Discussion of Technical Infrastructure**

The proposed programs based on server-based technologies will be combined into a common database, then served via three separate websites which will be hosted by a local Internet Service Provider (see Figure 23). This configuration will benefit the host organization by sparing it the expense of purchasing server hardware and hosting the websites themselves. The database will be a simple relational type, either MySQL or SQL Server, and will be developed and maintained by a paid database consultant hired for the purpose.

The operation of the Area Workforce Services website (see Figure 24) and database will consist of developing an indexed database which will house service provider contact and program information. The initial entry of the service provider information will be completed by the host organization staff, however after the site is up and running it is envisioned that this task will be undertaken by the service providers themselves. The service providers will be given authority to maintain their own records and they will be encouraged to keep them up to date, etc.

The Area Workforce Services website will run selected queries against its database dependant upon the categories being searched by the user. The site will be culturally contextual, and will provide the user with the opportunity to view the site in their native language. This feature will require either active translation of web pages as they are parsed or a separate translated version in its entirety.

With this configuration, users will be able to access a variety of employment services information, from the largest institutional providers down to the very smallest. In the example above, after

choosing their preferred language, the user navigates down to the Area Services page, then to the Language Services page, and finally to the English Second Language page. Combined with the unlimited scope of program providers, this enables the user to locate a relatively unknown ESL program that would have otherwise remained unknown to them.

The infrastructure for the Service Exchange bartering site works nearly in the same manner as the Area Workforce Services site (see Figure 24). There, the primary difference is the difference in both database and purpose of the site. Since the site is devoted to barter exchange, the data contained therein will be devoted to the products and services of the resident-vendors.

In the case of the example in Figure 25, this would provide an interface that requests the user choose a preferred language, and then presents a series of nested categories, starting with a choice for good for services; then the type of services; then the offerings within that type of service. The individual or group offering that service would provide details on how to reach them, and what they are seeking in exchange for their service.

The White Center New Comer Center (Figure 26) would also utilize a structure very similar to the Service Exchange; however it would be more oriented toward the individual ethnic communities within White Center, and would provide links to cultural events, practical uses (drivers license locations, etc) and other essentials sought by those new to the area.

Finally, the Case Management program is also a database-driven solution, which would leverage the existing infrastructure and developers of those above (see Figure 27). The Case Management program is different however, in that it actually works as a service program where the user is

the focus, and utilizes data from both input by the user and various service providers he or she interact with.

Leveraging the existing databases, the Case Management program would track the access of various types of services, and would prompt the user to enter data about the types, amounts and dates of services received. In doing so, the user creates a record of his utilization of the system

and programs contained therein. When seeking additional services or guidance, the user can present this information for a better assessment of his skills, placement within educational or training facilities, or as a useful tool in resume building and professional development. In this, the Case Management program is unique – it focuses on the client, but the information is maintained by the client, and goes with the client.

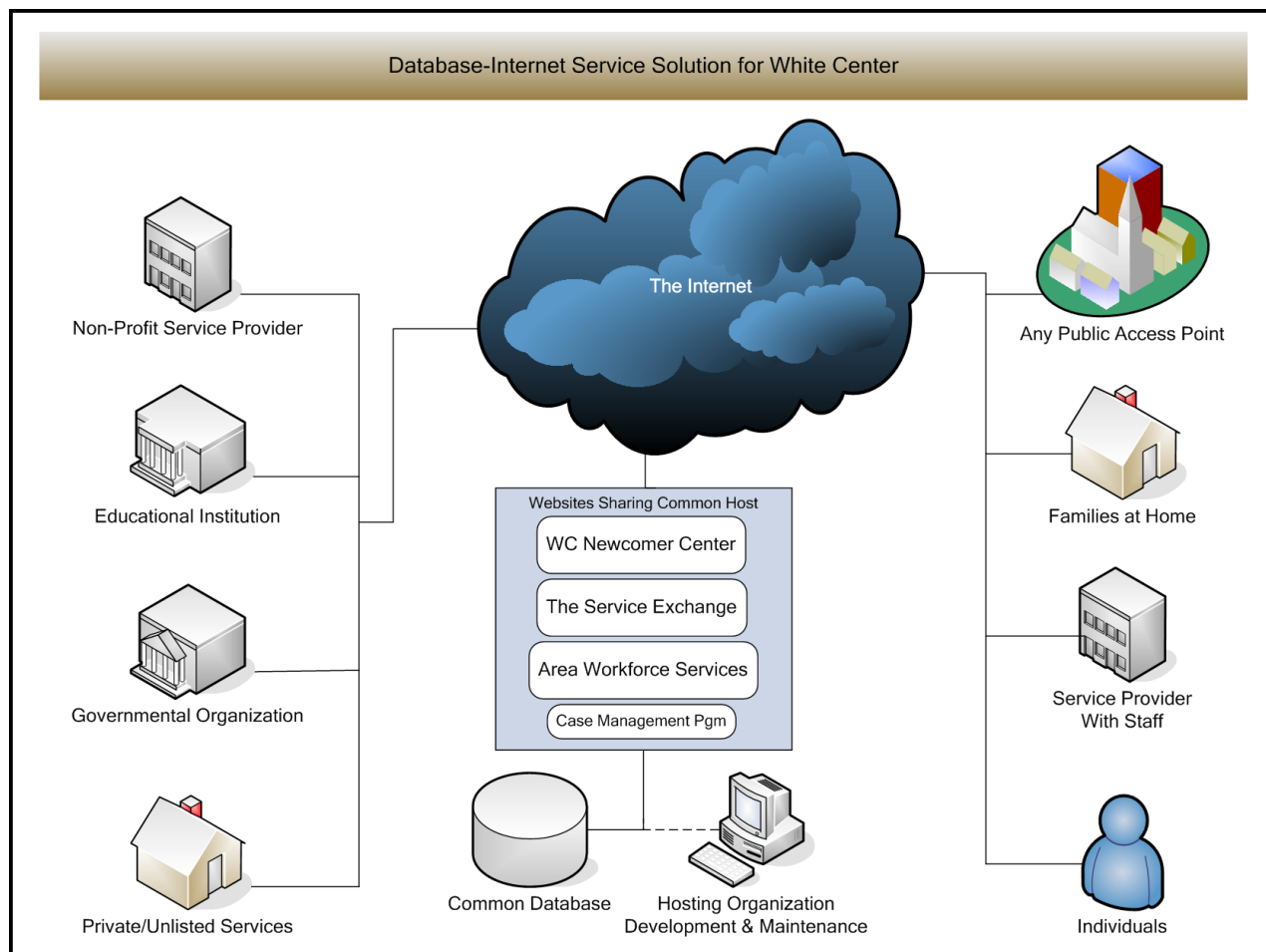


Figure 23: Schematic diagram of the network components as envisioned.





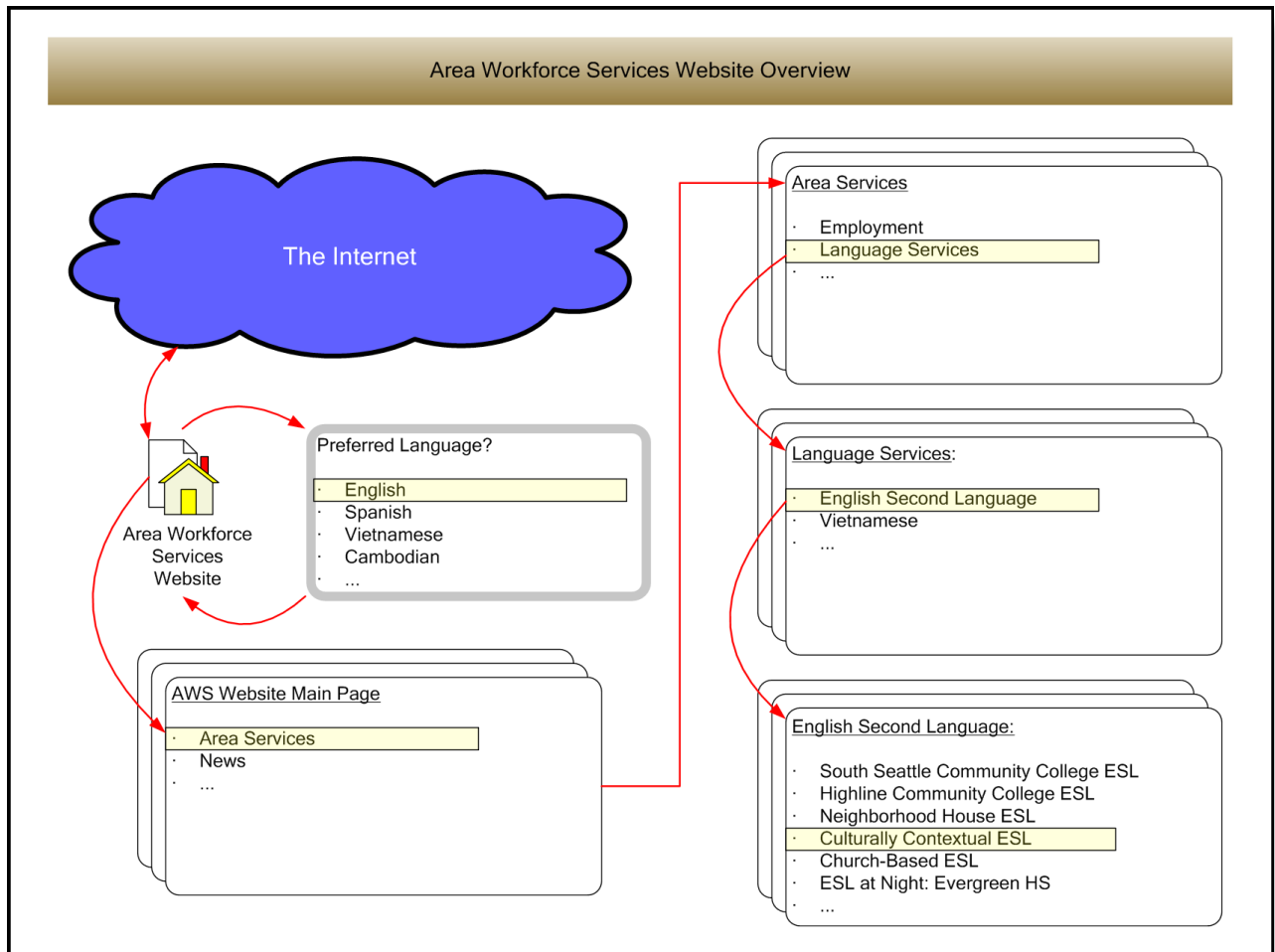


Figure 24: Schematic diagram of the Area Workforce Services website and database.

### Appendix 3.4.1: Implementation Checklists

#### Area Workforce Services Database:

- 1) Find a funding source for the clearinghouse office and staff (this could involve finding a partner organization that can offer office space and staff to administer the database and assist job seeker). The office could be located in the new community center.
- 2) Lease office space and hire staff or sign a partnership agreement.
- 3) Compile a list of all organizations and their services and programs.
- 4) Create a database system which is capable of being updated by service

providers, contains sufficient fields for program information and detailed contact information, yet is uncomplicated enough to be utilized by average users.

- 5) Develop a website with a user-friendly interface, complete with the array of languages found within White Center.
- 6) Open the office to the public.

#### Newcomer Center:

- 1) Find a funding source for the Newcomer Center office and staff (this could involve finding a partner organization that can offer office space and staff to administer the database and assist job seeker).

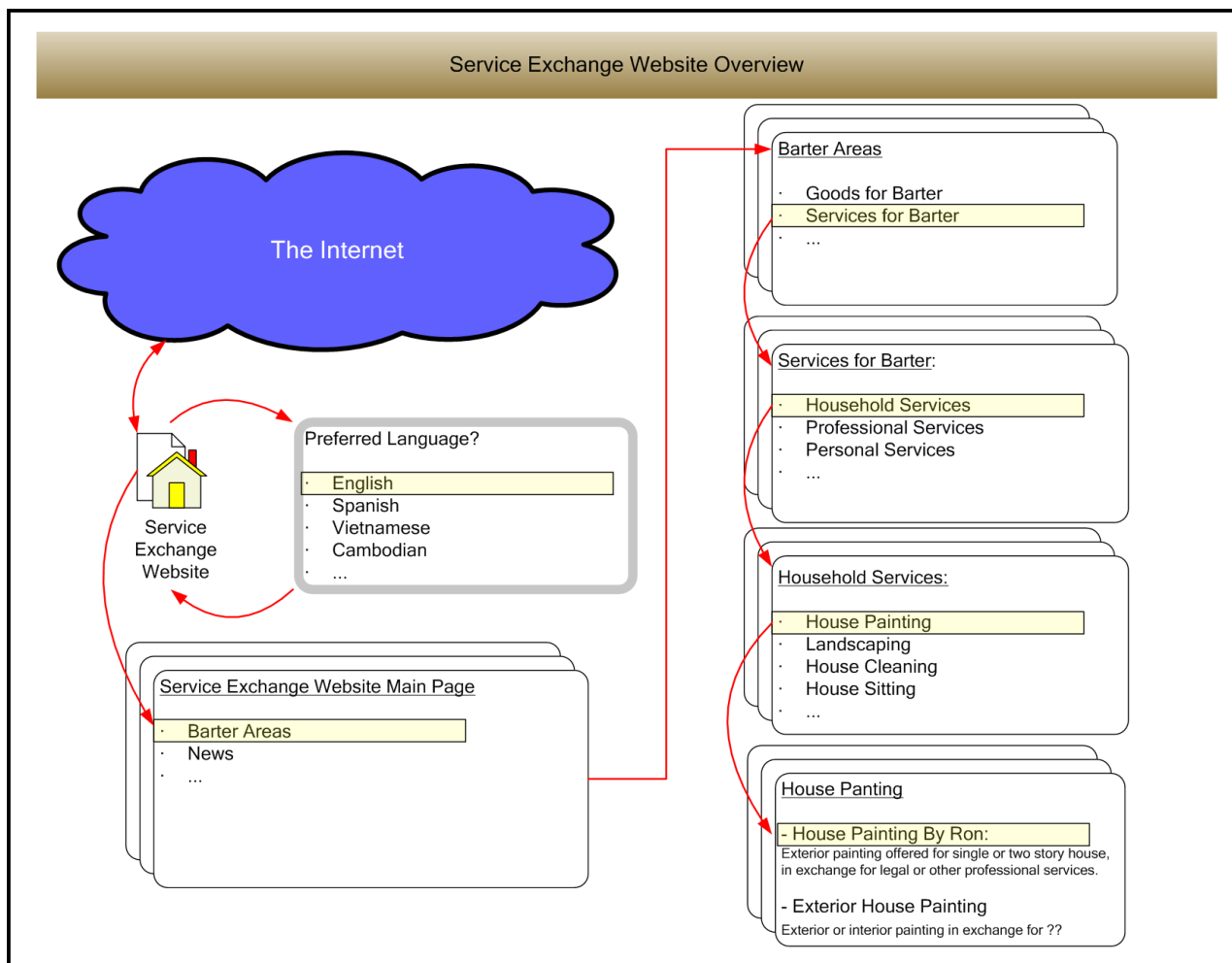


Figure 25: Schematic diagram of the Service Exchange website and database.



The office could be located in the new community center.

- 2) Lease office space and hire staff or sign a partnership agreement.
- 3) Compile a list of all organizations and their services and programs.
- 4) Create a database system which is capable of being updated by service providers, contains sufficient fields for program information and detailed contact information, yet is uncomplicated enough to be utilized by average users.
- 5) Develop a website with a user-friendly interface, complete with the array of

languages found within White Center.

- 6) Open the office to the public.

#### **“ESL at Night” Program at Evergreen HS:**

- 1) Gauge the number of potential parents to participate in the program. This can be achieved by reviewing those students currently enrolled in the Evergreen English Language Learners (ELL) program.
- 2) Obtain the use of some classrooms on the Evergreen Highschool campus. Highline School District has offered to donate use of these facilities for this purpose.

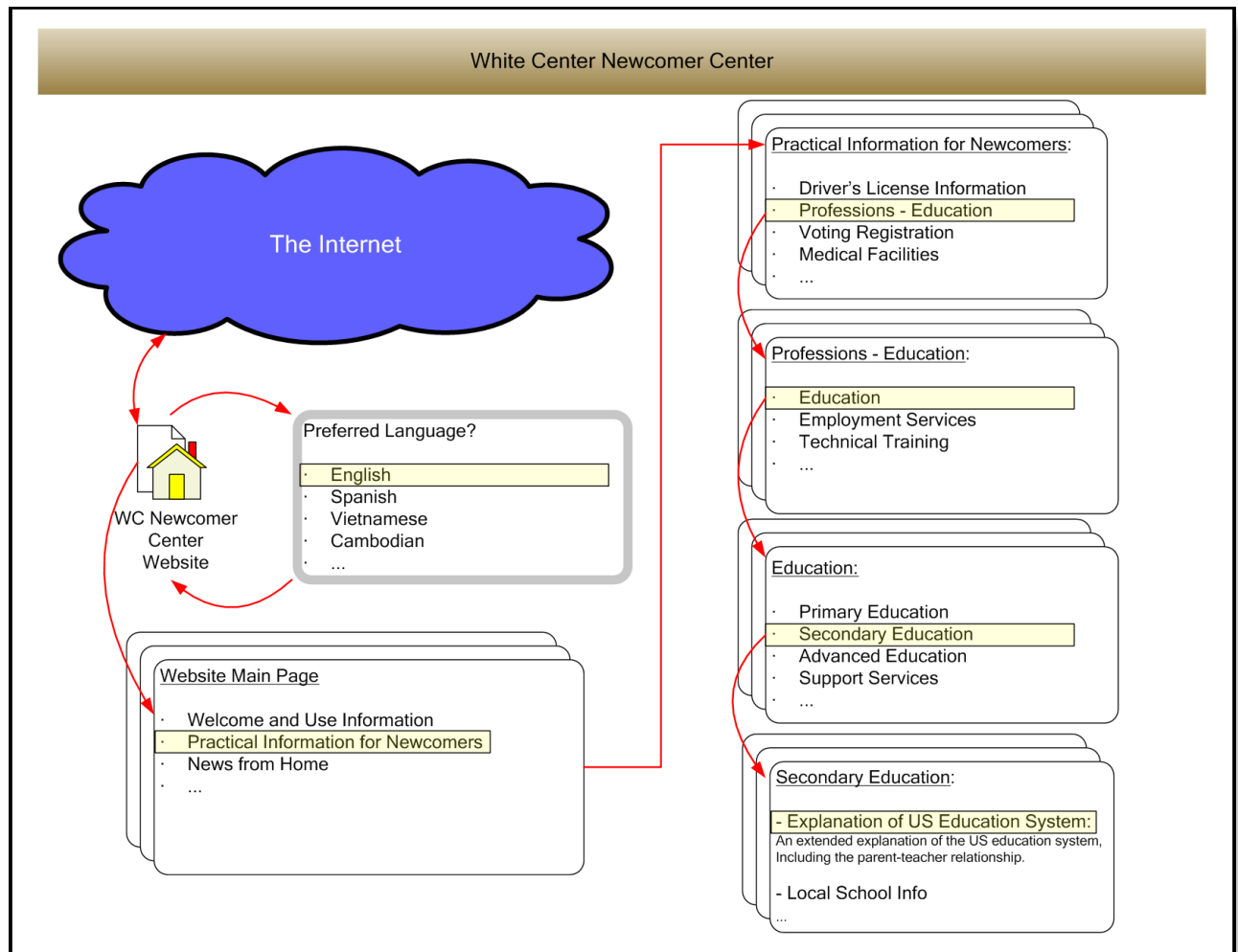


Figure 26: Schematic diagram of the Newcomer Center website and database.

- 3) Obtain the use of an ESL instructor from Highline Community College (HCC). HCC has indicated that they may be willing to participate in this program at no cost.
- 4) Obtain volunteer staff to provide childcare during lessons.
- 5) Contact parents, enroll them in the new program, and begin lessons. Effort should be made afterward to provide a cordial, risk-free atmosphere where non-English-speaking parents will feel welcome; to encourage them to make friendships with other parents and extend inquiries into other services which may be of benefit.

### Micro-Financing for Small Business Implementation Steps:

- 1) Contact Grameen Foundation ([www.grameenfoundation.org](http://www.grameenfoundation.org)) and make contact with the United States office responsible for domestic loan activity.
- 2) Following Grameen model, create a model of those characteristics needed by a small local business to succeed in White Center. Undertake a search for businesses and individuals meeting those characteristics.
- 3) Establish criteria for providing funding to the businesses or individuals under consideration, and ensure that they meet

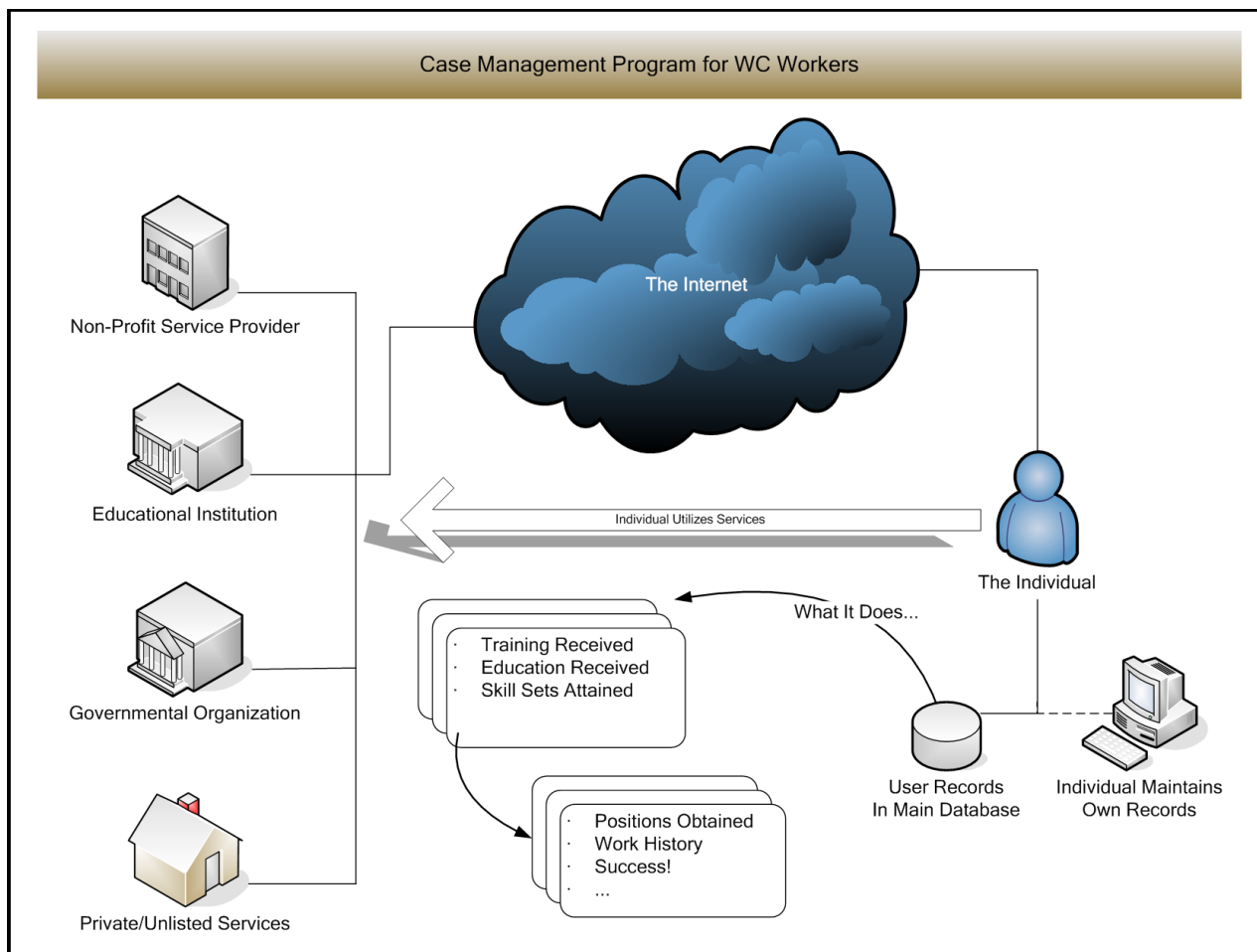


Figure 27: Schematic diagram of the Case Management program database and interface.

the Grameen standards for business loans.

- 4) Execute the program.
- 5) Monitor the program.

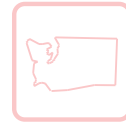
### Crisis Loan Program (for Individuals)

#### Implementation Steps:

- 1) Establish overall principles for the program – clearly articulating the goal(s), and what is sought by the sponsoring agency in providing small emergency loans.
- 2) Establish program parameters and criteria. Determine the scope of the program (in terms of total needed funding); the criteria under which funds will be loaned

out, and to whom. Create program plan stating these parameters.

- 3) Approach funding sources to secure initial funding source.
- 4) Secure initial list of potential loan recipients.
- 5) Start with several pilot loans, and monitor re-payment closely.
- 6) After several loans and close monitoring, report back on the performance of loan repayment and the current status of the loan recipients. Make determination if the performance of the program corresponds to the original vision, and if not, why.
- 7) Alter program as needed and continue.



### **Service Exchange Implementation Steps:**

- 1) An initial pilot project would be mounted to test the effectiveness of the proposed idea. It would consist of a limited number of White Center residents (approximately 10-15) who would agree to work with each other in the exchange of minor services (haircuts, nails, lawn cutting, etc).
- 2) After the agreement is made, the database and website developer would create a new database which would provide the needed number of fields and other mechanisms necessary to implement barter trade.
- 3) Once the system is in place, minor trades of the goods and services agreed to in step 1 would take place, and the system monitored to look for issues relating to how the trades are handled.
- 4) After a pre-determined amount of time, the system would be evaluated to determine if it could be expanded up to a greater level. If there were possible, a longer list of residents would be selected (from an supporting organization, or a subset from either the Area Services Workforce Database or the Newcomer Welcome Center databases)

### **Workforce Coordination Summit Implementation Steps:**

- 1) Compile a list of all of the workforce service providers, major employers, and community leaders in the White Center area.
- 2) Assign a person or organization to coordinate the meeting.
- 3) Schedule the meeting time and place. The meeting should be scheduled on a regular basis like every six months to one year.
- 4) Provide meeting feedback and facilitate better coordination better groups.

### **International Market Training**

#### **Program Implementation Steps:**

- 1) Work with the existing Mercado board to assist them.
- 2) Conduct a feasibility analysis to determine the likely success of the Mercado in White Center.
- 3) Try to identify sources of funding.
- 4) Search for suitable locations for the Mercado (could be vacant land or an existing building).
- 5) Construct or renovate the building.
- 6) Set up new business training programs.
- 7) Reach out to local entrepreneurs for the programs, and market the Mercado to the community members (potential customers).

#### **Case Management Implementation Steps:**

- 1) Work with Neighborhood House, the community colleges and other organization that provide case management to build off of their case management existing programs.
- 2) Determine how the case management programs could be expanded to other workforce development organizations.
- 3) Find funding for case managers and an office location.
- 4) Begin the expansion of case management for workforce development programs.





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# Appendix 4: Housing Element

## Appendix 4.1: Household Income Analysis

To determine the change of levels of household income in White Center from 2000 to 2006, a household income analysis was conducted using data from the 2000 US Census and the 2005 American Community Survey.

### Household Income Classifications

Household income data for the year 2000 was derived from the 2000 US Census. However, the US Census sorts their data differently than the US Department of Housing and Urban Development (HUD). Since HUD determines the household income categories that qualify for affordable housing, the census data was reclassified to fit HUD’s categories.

To reclassify the census household income groupings into the HUD household income groupings, the assumption of linearity between census income ranges within each grouping was used. For example, a household income of \$21,050 falls within the \$15,000 to \$24,999 US Census household income range. The number households earning between \$15,000 and \$21,050 can be calculated by dividing the total number of households in that group, 1014, by the difference in the income range, (24,999-15,000), and then multiplying the result by the difference in the desired range, (21,050-15,000). The result is:

$1014 / (24,999 - 15,000) * (21,050 - 15,000) = 614$

To find the total number of households earning less than \$21,050, the “below \$10,000,” “\$10,000 to \$14,999,” and new “\$15,000 to \$21,050” categories are added together. The result is:

$807 + 427 + 614 = 1848$

Table 1: 2000 US Census Categories for White Center Households

| US Census Household Income Range | Number of Households in Each Household Income Range |
|----------------------------------|---|
| Below \$10,000                   | 807   |
| \$10,000 to \$14,999             | 427   |
| \$15,000 to \$24,999             | 1014  |
| \$25,000 to \$34,999             | 927   |
| \$35,000 to \$49,999             | 1555  |
| \$50,000 to \$74,999             | 1644  |
| \$75,000 to \$99,999             | 719   |
| \$100,000 to \$149,999           | 378   |
| \$150,000 to \$199,999           | 61  |
| Above \$200,000                  | 44  |
| Total                            | 7576  |



Applying the steps stated above, the reclassified White Center 2000 US Census data regarding household incomes are in the table below.

**Table 2: White Center Household Income v. Household Number**

| King County Household Income Ranges Per HUD | Income Range as a Percentage of the King County Median Household Income (AMI) | Number of Households Within Grouping for 2000 |
|---|---|---|
| Below \$21,050                              | Below 30% AMI   | 1848  |
| \$21,050 to \$42,060                        | 30% to 60% AMI  | 2059  |
| \$42,060 to \$53,650                        | 60% to 80% AMI  | 1063  |
| \$53,650 to \$70,100                        | 80% to 100% AMI   | 1082  |
| \$70,100 to \$84,120                        | 100% to 120% AMI  | 587   |
| Above \$84,120                              | Above 120% AMI  | 937   |

Source: HUD 2006 Income Guidelines for King County, Census 2000, 2005 derived, 2006 derived.  
Household Size=3

### 2006 Household Incomes in White Center

Because to the population in White Center is not large enough to be surveyed by the 2005 American Community Survey (ACS), there is no direct data source for determining the household incomes within White Center for years beyond 2000. To determine the income of White Center households in 2006, a methodology was applied to calculate these household income levels. This methodology assumes that changes in the White Center household incomes between 2000 and 2005 parallel the household income changes in King County during the same years. The methodologies and assumptions are as follows:

1. From the US Census and American Community Survey, we can directly obtain the following data:

$K_{2000}H \text{ Number}$  [Household Incomes for King County in 2000 (US Census 2000)]

$K_{2005}H \text{ Number}$  [Household Incomes for King County in 2005 (ACS 2005)]

$W_{2000}H \text{ Number}$  [Household Incomes for White Center in 2000 (US Census 2000)]

2. Data that is calculated:

$W_{2005}H \text{ Number}$  [Household Incomes for White Center in 2005]

$W_{2006}H \text{ Number}$  [Household Incomes in 2006]

3. Since White Center is part of King County, we assumed that the change of household income in White Center parallels that of King County. That is, we estimated  $W_{2005}H \text{ Number}$  by calculating the rate of change between  $K_{2000}H \text{ Number}$  and  $K_{2005}H \text{ Number}$ , and multiplying it by  $W_{2000}H \text{ Number}$ . The formula is:

$$W_{2005}H \text{ Number} \cong W_{2000}H \text{ Number} \left( \frac{K_{2005}H \text{ Number}}{K_{2000}H \text{ Number}} \right)$$

4. We also assumed the trend of change in the household incomes in White Center is a linear function. By continuing the linear stretch from 2000 to 2005, the 2006 household incomes in White Center can be calculated. The formula to do this is the following:

$$W_{2006} H \text{ Number} \cong W_{2005} H \text{ Number} + \left( \frac{W_{2005} H \text{ Number} - W_{2000} H \text{ Number}}{2005 - 2000} \right)$$

Based on the methodology and assumptions above, the derived 2006 household income data for White Center is as follows:

**Table 3: White Center Household Income v. Household Number**

| Percentage of King County AMI | King County Household Income Groupings (Benchmark) | Number of White Center Households Within Income Grouping - 2005 | Number of White Center Households Within Income Grouping - 2006 |
|-------------------------------|--|---|---|
| Less than 30%                 | Less than \$21,050                                 | 1925  | 1940  |
| 30%-60%                       | \$21,050 - \$42,060                                | 1945  | 1922  |
| 60%-80%                       | \$42,060 - \$53,650                                | 1076  | 1079  |
| 80%-100%                      | \$53,650 - \$70,100                                | 973   | 951   |
| 100%-120%                     | \$70,100 - \$84,120                                | 478   | 456   |
| Over 120%                     | Over \$84,120                                      | 1126  | 1164  |
|                               | <b>Total</b>                                       | <b>7523</b>   | <b>7512</b>   |

## Appendix 4.2: Homeownership

### Homeownership Housing Supply

To determine the homeownership housing market characteristics and trends within White Center, this plan derived information from data provided by the US Census, US Department of Housing and Urban Development (HUD) and the King County Assessor's Office. This data was used to determine the number of single-family residential units, the value of the residential property, and the number of residents able to purchase a home in 2001 and 2006. Analysis of this data was conducted to determine if there is a shortage of homeownership opportunities for White Center households in 2006 compared to 2001.

The first step in this analysis was to determine

the number of residential properties within White Center. Assessor data provided by the King County Assessor's Office provided the number of residential parcels and the combined value of the land and structure for each of these parcels in White Center for 2001 and 2006.

Next, the number of households who can afford a mortgage for single-family residential properties in 2006 was determined. According to HUD, a household should allocate no more than 30% of their annual household income towards housing costs. Calculations were performed to determine the maximum mortgage payment the White Center household income groups could afford in 2006, assuming the household was comprised of 3 persons. Calculations assume mortgages have a 6% interest rate and a 30- year amortization



period. Based on the household income information calculated for 2001 and 2006 in Appendix 4.1, the following table reveals the number of households that can afford a range of mortgages for residential properties in White Center.

**Table 4: Affordable Annual Mortgage Payment per Household Income Category for 2000 and 2006**

| Annual Mortgage Payments for White Center Homes | Household Income Categories | Number of Households that Could Afford Annual Mortgage Payments in 2000 | Number of Households that Could Afford Annual Mortgage Payments in 2006 |
|---|-----------------------------|---|---|
| Below \$6,315                                   | Below \$21,050              | 1,848   | 1,940   |
| \$6,315 to \$12,618                             | \$21,051 to \$42,060        | 2,059   | 1,922   |
| \$12,618 to \$16,095                            | \$42,061 to \$53,650        | 1,063   | 1,079   |
| \$16,095 to \$21,030                            | \$53,651 to \$70,100        | 1,082   | 951   |
| \$21,030 to \$25,236                            | \$70,100 to \$84,120        | 587   | 456   |
| Above \$25,236                                  | Above \$84,120              | 937   | 1,164   |
|   | Total                       | 7576  | 7512  |

Applying the number of White Center households who can afford mortgage payments in 2001 and 2006, the following table reveals the number of households who could afford to purchase residential properties in 2001 and 2006.

**Table 5: 2001 and 2006 Housing Supply Available to Each Income Category**

| Residential Property Values | Annual Mortgage Payment Range for Property | Number of Houses Within Property Value Range in 2001 | Number of Houses Within Property Value Range in 2006 |
|-----------------------------|--|--|--|
| Below \$86,000              | Below \$6,187                              | 716  | 310  |
| \$86,001 to \$175,000       | \$6,187 to \$12,591                        | 5,067  | 1,195  |
| \$175,001 to \$225,000      | \$12,591 to \$16,188                       | 695  | 2,676  |
| \$225,001 to \$295,000      | \$16,188 to \$21,224                       | 164  | 2,122  |
| \$295,001 to \$350,000      | \$21,224 to \$25,181                       | 33   | 317  |
| Above \$350,001             | Above \$25,181                             | 107  | 303  |
|                             | Total                                      | 6,782  | 6,923  |

From 2001 to 2006, there has been a significant decrease in the number of homes priced between \$86,001 and \$175,000. During the same time period, the number of homes valued between \$175,001 and \$295,000 has significantly increased. The increase in residential property values results from the boom the Seattle area housing market is experiencing. However, in White Center, the increase in property values has not been proportional to the increase in household incomes, exemplified by the decrease from 2000 to 2006 in the number of residents who can afford a mortgage. This results in a shortage of residential properties available to those households making less than 60% of the area median income. This group is then at risk of being pushed out of the White Center for-sale housing market.

### Appendix 4.3: Rental Supply

To determine the rental housing stock characteristics within White Center, information was derived from data provided by Dupre and Scott. Dupre and Scott rental data for White Center includes the Delridge neighborhood. Since Dupre and Scott strives to provide data that express trends, this plan will assume that Delridge and White Center have similar rental housing trends. Furthermore, 58% of the residents displaced by the redevelopment of the former Park Lake Homes moved within southwest King County.<sup>1</sup> With the majority of the residents remaining in the area, it was assumed that some residents moved to Delridge because of the availability of Section 8 apartments there. Therefore, it is likely that Delridge has similar rental trends to White Center.

In fall of 2006, Dupre and Scott surveyed apartment complexes in the White Center area and found the average rental rates for studio, one-bedroom, two-bedroom, and three-bedroom apartments. The following table shows the average rents for these units, as well as the number of these units within White Center based on Dupre and Scott's survey.

**Table 6: White Center Rental Data**

|                           | Studio | 1bed/1 bath | 2 bed/1 bath | 3 bed/1 bath   | 3 bed/2 bath |
|---------------------------|--------|-------------|--------------|----------------|--------------|
| <b>Average Rent</b>       | \$643  | \$674       | \$824        | -              | \$1,134      |
| <b>Buildings Surveyed</b> | 3      | 13          | 14           | -              | 4            |
| <b>Units Surveyed</b>     | 16     | 418         | 323          | None Available | 36           |

Assuming a household of three persons dedicates 30% of their income towards rent, they can afford the following apartments:

**Table 7: White Center Rental Unit Affordability**

| HUD Standard<br>(Percent of<br>Median) | Maximum<br>Monthly<br>Household Rent | AFFORDABILITY BASED ON INCOME GROUP |                          |                          |                            |
|--|--------------------------------------|-------------------------------------|--------------------------|--------------------------|----------------------------|
|  |                                      | \$643/mo<br>Studio Apartment        | \$674/mo<br>1 bed/1 bath | \$824/mo<br>2 bed/1 bath | \$ 1,134/mo<br>3 bed/2bath |
| 120%                                   | \$2,100                              | Yes                                 | Yes                      | Yes                      | Yes                        |
| 100%                                   | \$2,015                              | Yes                                 | Yes                      | Yes                      | Yes                        |
| 80%                                    | \$1,341.25                           | Yes                                 | Yes                      | Yes                      | Yes                        |
| 60%                                    | \$1,051.5                            | Yes                                 | Yes                      | Yes                      | No                         |
| 50%                                    | \$876.25                             | Yes                                 | Yes                      | Yes                      | No                         |
| 30%                                    | \$526.25                             | No                                  | No                       | No                       | No                         |

The table above shows that households with incomes below 30% of the area median income (AMI) cannot afford average market-rate rental apartments in the White Center area. Households who earn 50% to 60% of the AMI can afford all units except the three-bedroom/two-bathroom apartments. Households making incomes above 80% of the AMI can afford the average rents for all apartment types in the White Center area. Currently, there are approximately 1,922 households living in the area that have household incomes that are 50% to 60% of the AMI who are not able to find an apartment larger than a two-bedroom/one-bathroom. Furthermore, another 1,940 households earning

<sup>1</sup> King County Housing Authority Greenbridge Website. <http://www.kcha.org/HOPEVI/relocation.html>





less than 30% AMI cannot afford any apartments within White Center.

The hard data used to find the percentage of household income spent on gross rent for White Center in 2005 can be found in Tables 3.3, 3.4, and 3.3. Data came from the 2000 U.S. Census, as well as the 2005 American Community Survey. To assess the rental market, census data was used to determine the percentage of household income spent on gross rent for White Center in 2000. King County data from the 2005 American Community Survey was used to estimate the 2005 percentage of household income spent on gross rent in White Center.

**Table 8: 2000 White Center Data**

| Gross Rent as a Percentage of Household Income | Number of Households |
|--|----------------------|
| Less than 15 percent                           | 429                  |
| 15 to 19 percent                               | 440                  |
| 20 to 24 percent                               | 359                  |
| 25 to 29 percent                               | 477                  |
| 30 to 34 percent                               | 354                  |
| 35 percent or more                             | 1,044                |
| Not computed                                   | 126                  |

Source: 2000 U.S. Census

**Table 9: 2000 King County Data**

| Gross Rent as a Percentage of Household Income | Number of Households |
|--|----------------------|
| Less than 15 percent                           | 43,241               |
| 15 to 19 percent                               | 43,909               |
| 20 to 24 percent                               | 42,320               |
| 25 to 29 percent                               | 34,666               |
| 30 to 34 percent                               | 24,838               |
| 35 percent or more                             | 84,770               |
| Not computed                                   | 11,103               |

Source: 2000 U.S. Census

**Table 10: 2005 King County Data**

| Gross Rent as a Percentage of Household Income | Number of Households |
|--|----------------------|
| Less than 15 percent                           | 35,361               |
| 15 to 19 percent                               | 38,723               |
| 20 to 24 percent                               | 41,228               |
| 25 to 29 percent                               | 31,126               |
| 30 to 34 percent                               | 25,509               |
| 35 percent or more                             | 106,825              |
| Not computed                                   | 11,037               |

Source: 2005 American Community Survey

#### Appendix 4.4: Subsidized Housing

In 2003, King County Housing Authority (KCHA) invested \$11.5 million in the purchase and renovation of the Cones Apartments, now called Arbor Heights. KCHA also acquired the 335-unit Mallard Lake Apartments and leased the complex to a private developer, who has renovated and reopened it as Coronado Springs Apartments. Both sites prior to KCHA involvement suffered from high levels of crime. Tenant screening, strict rules, renovations, and placement of social service agencies, such as the New Futures program, on site have significantly lowered crime levels.<sup>2</sup>

Greenbridge, formerly known as Park Lake Homes, is KCHA's \$235 million dollar HOPE VI redevelopment project where approximately 455 to 529 of the original 569 affordable units will be rebuilt and remain affordable. 400 market priced homes and 75 below market-rate homes will also be added.<sup>3</sup> Community groups, such as the International District Housing Alliance and HomeSight, will help low- to moderate-income residents purchase the below market rate homes.

KCHA Records show that in 2000, 418 Section 8 Housing Vouchers were given to White Center residents, while in 2006, 740 were distributed. The reason for this increase is that 210 of the displaced Park Lake Homes residents chose to use Section 8 vouchers to supplement rental costs within area market-rate complexes.<sup>4</sup>

Finally, the White Center CDA is soon to be another affordable housing provider in White Center. Currently, they are working with the non-profit housing developer HomeSight to build well-designed, affordable town homes

on the corner of 17<sup>th</sup> Avenue SW and SW 102<sup>nd</sup> Street. Once built, the White Center CDA will encourage current White Center residents to occupy the units.

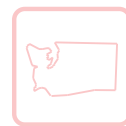
#### Strengths and Weaknesses of Subsidized Housing

According to many residents, the development of Greenbridge is a vast improvement from the blighted Park Lake Homes. KCHA takes into consideration the safety and well-being of their residents by providing social services on site and having strict rules to help lessen crime rates. However, the redevelopment of Park Lake Homes has decreased the available affordable housing stock in White Center. According to KCHA records, there were approximately 1,434 affordable units in White Center prior to the Hope VI project. During the construction of Greenbridge, there were as few as 82 units available of the original 569 Park Lake Homes. Once the Greenbridge development is complete, integrating the market-rate homes into Greenbridge will result in approximately 1,320 to 1,349 subsidized units in the area, which is a 2% to 8% overall loss.

#### Accomplishments and a Look into the Future

The first phase of the KCHA Hope VI project rental housing is complete and families have moved into the units. Construction of the market-rate housing will start late in 2007. Though Greenbridge includes units for seniors, it is unclear if their new units, as well as the CDA's new units, will better serve large families.

Throughout the construction process, KCHA has assisted displaced residents in finding units using Section 8 vouchers or moving into other KCHA complexes. The CDA's affordable housing project is currently under development and construction has not started yet.



<sup>2</sup> Gooden, Deborah and John Eliason. "Tough Seattle neighborhood reinvents itself." Seattle Daily Journal of Commerce, 7 Oct. 2004.

<sup>3</sup> King County Housing Authority. "Greenbridge Master Plan." June 2005.

<sup>4</sup> King County Housing Authority. Section 8 Records. February 6, 2007.

### Appendix 4.5: Analysis of Alternatives

Table 11 shows how well each of the alternatives satisfies the criteria. A (+) symbol means that the alternative has a positive outcome for the criterion; a (-) symbol means that the alternative has a negative outcome for the criterion. Several cells in the table are labeled N/A meaning that the alternative is not applicable to the criterion. For example, some of the regulatory changes have no direct positive or negative effect on the aesthetic form of the neighborhood.

|   | Criteria |   |   |   |   |   |    |   |     |     |
|---|----------|---|---|---|---|---|----|---|-----|-----|
|   |          | 1 | 2 | 3 | 4 | 5 | 6  | 7 | 8   | 9   |
| Alternatives  | A        | + | + | + | + | + | +  | + | +   | N/A |
|   | B        | + | + | + | + | + | -* | + | +   | N/A |
|   | C        | + | + | + | - | + | -  | + | +   | N/A |
|   | D        | + | + | + | + | + | +  | + | +   | +   |
|   | E        | + | + | + | + | + | +  | + | +   | +   |
|   | F        | + | - | + | - | + | +  | + | N/A | N/A |
|   | G        | + | + | + | + | + | +  | + | +   | +   |
|   | H        | + | + | + | + | + | +  | + | +   | +   |
|   | I        | + | + | + | + | + | +  | + | +   | +   |
|   | J        | + | + | + | + | + | +  | + | +   | +   |
|   | K        | + | + | + | + | + | +  | + | +   | +   |
|   | L        | + | + | + | + | + | +  | + | +   | +   |
|   | M        | + | + | + | + | + | +  | + | +   | +   |
|   | N        | + | + | + | + | + | +  | + | +   | +   |
| * Inclusionary zoning may not be politically feasible at present because of lack of development pressure in White Center. However, with property values in King County rising, it is likely that inclusionary zoning will be politically feasible in the near future, so it is included in the recommendations. |          |   |   |   |   |   |    |   |     |     |

#### Alternatives:

- A. Incentives
- B. Inclusionary zoning
- C. Tax increment financing
- D. Mixed-use and mixed-income developments
- E. Community land trusts
- F. Location efficient mortgages
- G. Transit oriented developments
- H. Accessory dwelling units
- I. Interrupt façades
- J. Help residents report poor housing conditions
- K. Rehabilitation loans
- L. Neighborhood clean up programs
- M. Affordability and density education
- N. Tenant rights education

#### Criteria:

- 1. Consistent with the community vision
- 2. Benefits a large number of residents
- 3. Benefits disadvantaged residents
- 4. Requires a realistic amount of work to implement
- 5. Inexpensive or financially feasible to implement
- 6. Politically feasible to implement within King County and Washington State
- 7. Acceptable to White Center residents
- 8. Maintains or improves the character of White Center
- 9. Blends aesthetically with current and desired future form of White Center

## Appendix 4.6: Alternatives

### Strategies for Expanding Affordable Housing Incentives

Many jurisdictions use incentives to persuade developers to include affordable housing units in their developments. Incentives can include building allowances such as density bonuses, increased height limits, or reduced setbacks. Other incentives are expedited permitting processes, fee waivers, and reduced parking requirements.

### Inclusionary Zoning

This process delimits a zone in which when housing development occurs, a certain percent of the new units must be affordable to households making a specified percent of the area median income (AMI). The percent of affordable units and the affordability threshold are determined by the jurisdiction administering the program. Jurisdictions often require 10% or 20% of the units be built affordable to households making 60% or less of the AMI in every development of 10 or more units.

Sometimes in-lieu fee payment or off-site construction options are offered as alternatives to constructing the affordable units on-site. In-lieu fee payments occur when a jurisdiction accepts payment from a developer for the amount of money it would cost to construct the appropriate number of affordable units. The jurisdiction then uses the money to further affordable housing efforts. Off-site construction is when a developer constructs the appropriate number of affordable units at a different location than the market-rate units. Many jurisdictions assuage developers' concerns about losing money by offering incentives for developing in the inclusionary zone.

### Tax Increment Financing

In tax increment financing (TIF), the portion of property taxes that goes to the government in a certain area is fixed starting from a specified year. The property values in the area, and therefore the taxes, still increase. The amount of tax increase is collected and used to fund projects in the area, such as affordable housing. This investment causes the area to be more desirable to live in and leads to higher densities and even higher property taxes. One drawback is that the increase in property taxes goes to specified projects, and is not available for other projects that might become necessary because of higher densities.

In Washington TIF is allowed through an Act in the Revised Code of Washington (Ch. 39.89 RCW). There are two limitations on TIF in Washington, the first being that the Act, passed in 2001, will expire in 2010. That does not give a TIF district much time to collect profits. Second, the Act does not allow TIF bonds, meaning that TIF money goes into general obligation bonds for redevelopment. These and other restrictions make TIF difficult to use in Washington. Perhaps if the TIF enabling act is extended, White Center could look into this option to fund affordable housing and other essential programs.

### Mixed-Use and Mixed-Income Developments

Mixed-use developments include more than one type of use. Most often they consist of a first floor with retail or offices and upper floors with housing units. This type of development can benefit retail businesses by locating potential customers nearby. Residents have the advantage of living within walking distance of some or all of the services they use. Developers are often willing to construct this type of housing because they are able to charge more money for retail space than housing.



Mixed-income developments include a range of housing/rental prices so people of various income levels live together in a community. This type of development often includes a variety of unit sizes to accommodate both large and small families.

The difficulty in establishing mixed-income developments is that there is little financial incentive for developers to include affordable units among the market-rate ones. Possible solutions to this are to use incentives (described above), to encourage the developer to pay for affordable units with extra profits from the market-rate units, to use government subsidies to pay for affordable units, or to use non-profit affordable housing developers to develop and manage the project. See Appendix 5 for an example of a mixed-income development in Seattle.

#### Community Land Trusts

Community land trusts (CLTs) are private, non-profit organizations that strive to provide affordable homeownership opportunities for those underserved by the free market. A key aspect of CLTs is that the land is owned by the trust, while the structures on the land are owned by the resident. This allows the CLT organization to ensure the structure remains affordable because the price a household pays is not connected to the increasing value of the land. Furthermore, it allows resident ownership in gentrifying communities, instead of absentee ownership or redevelopment of homes.

CLTs are quasi-public entities, typically organized as democratically controlled “membership organizations” that have a board of directors elected by members of the trust. Members of the trust board include, but are not limited to, current CLT residents, prospective CLT homebuyers, and neighbors from areas adjacent to the CLT. Typically, the CLT board of directors

will acquire vacant or partially developed land through donation or purchase using tax-exempt investments, such as grants, private donations or public subsidies. Once the land is in the possession of the CLT, it will be developed in such a manner that serves the housing needs of the community.

When the CLT sells a structure to a household, the CLT enters into a long-term lease, typically 99 years, with that household. This allows the household and their descendants to stay on the land. Usually these leases are allowed to be renewed upon expiration. Although a household that owns a home within a CLT may not profit from increasing land values, they can still receive a fair return on any improvements they make to the housing structure. Typically, the land lease requires the homeowners to sell the home based on a resale formula back to the CLT or to a new owner at an affordable price. However, if the homeowner sells the CLT structure to another household, the purchasing household usually must reside in the home.

In areas where real estate prices are increasingly out of reach for many low- to moderate-income workers due to population growth and demand for housing and economic investments, community land trusts can address this situation by doing the following:

- Building community control of land
- Ensuring an adequate supply of affordable housing
- Providing flexible means to redevelop a community
- Possibly providing new homeowner training and assistance
- Providing an opportunity for lower income families to build equity

Drawbacks of CLTs may include:

- Resident payment of increasing property

- taxes on the structure
- The considerable amount of time it takes to establish a community land trust
- The projected appraised value for the completed unit may be too low to support financing for the cost of construction
- Dual ownership may be worrisome or daunting to some cultural groups

## Strategies for Locating Housing near Public Transportation

### Location Efficient Mortgages

Location efficient mortgages (LEMs) are mortgages that allow home buyers to borrow more money if they live near public transportation than they otherwise could. It is based on the idea that the home buyer will not spend as much money on transportation if they do not need to use a car regularly. Therefore, in theory they can devote more money to their mortgage payments. Unfortunately, there is no restriction on the mortgage that prohibits the borrower from owning an automobile or using it regularly.

This type of mortgage involves a confusing network of players. Nonprofit organizations, financial institutions, and local jurisdictions all take part in the process. The resources it would take to implement an LEM program in White Center would outweigh the benefit to the community. This is in large part due to LEMs not requiring homebuyers to abstain from individual automobile use. If White Center residents obtain this type of mortgage but do not reduce their driving, it is likely they will end up with more debt than they can afford.

### Transit-Oriented Developments

Transit-oriented developments (TODs) address several affordability and transportation issues. They concentrate mixed-income, mixed-use developments around transit hubs. Higher density, mixed-income housing provides a means

for low- and moderate-income families to remain in gentrifying communities while higher-income families also move in.

More mixed-use neighborhoods can increase the opportunities for residents to work close to where they live, reducing average commute times, and decreasing auto dependence. Close proximity to transit hubs, combined with decreased auto dependence, can save residents money that would otherwise be spent on transportation. This savings could help pay for improved housing (in which case location efficient mortgages, discussed above, would be an option for new homebuyers).

Two other benefits that TODs have are increased pedestrian safety and improved open space. Pedestrian safety near TODs increases because the neighborhood becomes less auto-dependent and more pedestrian-oriented. This includes traffic calming and the installation of pedestrian amenities. By increasing the density of residential units, TODs allow more open space to remain undeveloped. Often, improving the condition of existing open spaces is part of a TOD plan.

TODs are not always effective. Residents must be willing to live in economically integrated communities. This is not always the case. In keeping with the spirit of a TOD, residents must also use public transportation instead of relying on personal automobiles, even though the developments, per jurisdictional land use codes, usually still provide sufficient parking. Another challenge that can arise is achieving compliance through several levels of government.

## Strategies for Increasing Density

### Accessory Dwelling Units

Also known as mother-in-law apartments, accessory dwelling units (ADUs) are small apartments constructed on parcels that already





contain single-family homes. These units are ideal for avoiding overcrowding in extended-family living situations. White Center is home to many immigrant families. Oftentimes, these families live together with many relatives in the same residence. The construction of ADUs is relatively inexpensive and can provide much-needed extra space and privacy. Another benefit that ADUs provide is that any revenue generated by renting out the extra unit goes directly to the property owner. This keeps equity in the community instead of exporting it to absentee landlords.

### **Strategies for Improving Aesthetics**

#### Design Guideline Manual and Design Review Boards

To ensure future housing development in White Center keeps the unique character of the neighborhood, a design guideline manual can be developed by the Strength of Place Initiative stakeholders and given to developers. This manual can include pictures and descriptions of various design methods and housing styles that blend well with the current housing stock.<sup>5</sup> The community can encourage developers to follow these guidelines when building new housing in the area.

If the White Center community is annexed into the City of Seattle, developing a Design Review Board within the Seattle Design Review Program can help keep the character of the community. A design review board helps create win-win scenarios between developers and the community by ensuring codes and other guidelines are appropriately applied to each project. Likewise, a design review board serves as a public forum where the community can give the developer input on what designs they would like within their neighborhood. If White Center

is not annexed into the City of Seattle, they can develop a design review board like Seattle's, however, they may not have the same level of authority when dealing with King County's enforcement of development codes and design elements.

#### Help Residents Report Poor Housing Conditions

Submitting complaints to the county about poor neighborhood housing conditions can be a confusing process. To help residents understand how the county addresses reports of poor housing conditions and code violations, a training manual can serve to help guide residents through this process. The manual should contain information on how to report a housing problem, contact information for code violation officers, a script the resident can follow when reporting the problem, information about the county's role in improving the condition, and resources available to help residents improve the area housing stock.

#### Rehabilitation Loans

The King County Housing Repair Program is a public loan program for rehabilitating housing units. Owners of properties that are in poor condition can apply for rehabilitation loans if they cannot afford to pay for the rehabilitation themselves. These loans are appropriate for areas that have chronically run-down housing are currently advertised to the White Center community through multi-lingual brochures distributed at social service agencies and the White Center CDA.

To increase the number of White Center homeowners who participate, the program needs to create a marketing outreach campaign directed at the needs and desires of the community's residents. This campaign must include an updated program logo and materials

<sup>5</sup> See Section 6.3 of the Housing Element for examples of pictures to include in the design guidelines.

that will motivate residents to apply for the program. Creating a loan mentor program can also increase the number of program applicants who successfully complete the housing repair program by providing multi-lingual assistance to guide the resident through the challenging paperwork required by this program.

### Neighborhood Improvement Events

#### *Battle of the Blocks*

To help encourage residents to maintain and improve the conditions of their homes and yards, the White Center CDA can host a contest where neighborhood blocks compete to have the most beautiful block. During these contests, neighborhoods will pledge to clean up their homes and yards, as well as add aesthetically attractive features. A group of judges will award a prize to the blocks that improved their aesthetics. Individual homeowners will be less likely to let their property fall into disrepair because they will disappoint their neighbors. In this way, property owners will be held accountable by their community for the condition of their property.

#### *Christmas in April*

Christmas in April is a nationwide community service program that recruits volunteers to help renovate and repair homes of low-income elderly, or disabled homeowners at no cost. Christmas in April also aims to rehabilitate public and nonprofit facilities that serve the community. Skilled and unskilled volunteers perform the work and local businesses sponsor the program through donation of funds and building supplies. This program can coincide with the White Center Spring Clean event.

### **Strategies for Educating the Community**

#### Affordability and Density Education

Many residents are opposed to affordable housing and increased density within White Center, yet lack a full understanding of these topics. By

creating free educational seminars, residents can learn more about the benefits of affordable housing projects within the community; tasteful integration of dense developments into the current housing stock; the key affordable housing non-profit groups, such as King County Housing Authority; and the housing component of the Strength of Place Initiative. These seminars should be coordinated with other non-profit housing groups and King County.

#### Tenants' Rights Education

Affordable housing often comes in the form of rental units. Many renters are not aware of their rights as tenants or assistance programs they can utilize. To keep the quality of housing high, tenants need to know when and how to report landlord code violations. This will ensure that tenants feel safe and the neighborhood is kept in good condition. The WCCDA should offer tenants information through an educational program and take-home manual regarding their rights in several languages. This training and take home manual can help residents understand how to use resources without being afraid of their landlord's reaction. For a list of tenant resources, see Appendix 4.7.



**Appendix 4.7: Tenants' Resources**

HUD Housing Quality Standards:

<http://www.hud.gov/local/shared/working/r10/ph/hqs.cfm?state=wa>

Washington Attorney General's Office Landlord Tenant website:

<http://www.atg.wa.gov/ConsumerIssues/Landlord-Tenant.aspx>

Landlord Tenant Law brochure from Washington Attorney General's Office:

[http://www.atg.wa.gov/uploadedFiles/Home/Safeguarding\\_Consumers/Consumer\\_Issues\\_A-Z/Landlord\\_Tenant/LandlordTenant2006.pdf](http://www.atg.wa.gov/uploadedFiles/Home/Safeguarding_Consumers/Consumer_Issues_A-Z/Landlord_Tenant/LandlordTenant2006.pdf)

Landlord Tenant Law brochure in Spanish (Ley de Propietarios e Inquilinos) from Washington Attorney General's Office:

[http://www.atg.wa.gov/uploadedFiles/Home/Safeguarding\\_Consumers/Brochures/LandlordTenantSpanish.pdf](http://www.atg.wa.gov/uploadedFiles/Home/Safeguarding_Consumers/Brochures/LandlordTenantSpanish.pdf)

Tenants Union of Washington State:

<http://www.tenantsunion.org/>

King County Bar Housing Justice Project:

<http://www.kcba.org/ScriptContent/KCBA/legalhelp/HJP/clients.cfm>

Washington Law Help:

<http://www.washingtonlawhelp.org/WA/StateSubTopics.cfm/County/%20City/%20demoMode/%3D%201/Language/1/State/WA/TextOnly/N/ZipCode/%20LoggedIn/0/iTopicID/865/sTopicImage/g%2Dhousing.gif/bAllState/0>



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## Appendix 5: Civic Capacity Element

### Appendix 5.1: Community Development and Civic Participation: Ideas, Issues and Barriers in White Center

Recent community development efforts in White Center have grown out of a desire for development to reflect the community's democratically expressed vision for growth and change. In practice there have been many challenges to achieving this principle, which is deeply held by those doing the work on the ground. The White Center Community Development Association (WCCDA) is approaching a period of organizational transition as it takes on local management functions of the Making Connections program and plans the design of its Local Management Entity (LME). The forms, structures, and organizational relationships that emerge will impact the ability of White Center citizens to participate and engage in the development of their community. Organizational change can be difficult, time consuming, and frustrating; it is a process rather than an event. It also has the potential to be energizing. It can catalyze continued and widening engagement of a community that has already been involved in expressing wishes and priorities for the larger plan.

Citizen participation in development activities is a legitimate component of democracy. It may hold more democratic promise than many formal 'official' democratic governments, in that it can be designed and redesigned to satisfy more of the preconditions for democracy.

#### Purposes and limits of this paper

This short paper collects some of the issues relevant to the process. It also assumes that civic participation and "buy-in" to community development are good things. Persons and processes already at work in White Center

believe that White Center citizens can, should, and will have a voice in determining the neighborhood's future. Much of the discussion addresses broadening participation in and access to decision-making. Participation in action-taking is also very important, but will be addressed in less detail in this document.

This document is a collection of three things:

- I. A discussion of what 'civic participation' or 'civic engagement' is, including its possible forms,
- II. An articulation of some of the barriers to participation that various citizens face,
- III. Some ideas on governance and board models.

Much work has already been done to engage White Center citizens, and this paper hopes to provide a few tools for the community's leadership as they discuss, debate and strategize about continued infusion of citizen energy into development in White Center and the activities of the WCCDA.

#### Appendix 5.1.1: Principles and forms of citizen governance: A brief theoretical ground

Before engaging in a practical discussion, some brief theoretical foundation may be useful. What follows are short answers to these three questions:

1. Why citizen participation?
2. What form(s) of participation should we have?
3. How will we know when we have participation?





## 1. Why Citizen Participation?

Those who argue in favor of citizen participation, engagement and/or control over development and other issues of public concern, tend to do so based on the holding of certain principles. Richard C. Box (1998) outlines four of these in his book *Citizen Governance*, and they correlate quite well with the stated philosophies of the WCCDA. Although Box was largely concerned with increasing citizen involvement in local government, his concepts are very relevant to governance within citizen-centered and community development organizations.

**The Scale Principle:** “As a rule, it is preferable to keep public decision-making and policy implementation as close to the people who are affected by it as possible.”

**The Democracy Principle:** “The “best” public policy decisions are those resulting from public access to information and free and open discussion rather than the preferences of elite groups or deliberation limited to elected representatives.”

**The Accountability Principle:** “Community residents are the “owners” of their communities, so they should be the people to make the necessary decisions about which public services to offer and how to operate them.”

**The Rationality Principle:** “In making decisions about public policies and programs, citizens, elected representatives, and public service practitioners should strive to understand and clearly express their values, assumptions, and reasons for the choices they make...public decision making is an important enterprise, one that deserves time, careful thought, opportunities for people to express themselves and to be listened to, and respect for the views of others.” (p. 20-21).

## 2. What forms of participation should we have?

‘Community participation’ can take many forms, and some forms are more participatory than others. While development in White Center has already surpassed the least participatory, it may be helpful to revisit the broader categories. One typology, designed by Sherry Arnstein, a researcher and policy planner in the late 1960’s, assigns them into three categories and eight subcategories. (As it appears in Murphy and Cunningham(2003)’s *Organizing for Community Controlled Development*):

### Degrees of Citizen Power:

**Citizen Control:** Residents govern a program or institution.

**Delegated Power:** Citizens achieve dominant decision-making authority over one or a few significant public matters.

**Partnership:** A sharing of power that comes out of negotiation between citizens (who have power as a result of a mass base and their own resources) and power holders.

### Degrees of tokenism:

**Placation:** Token memberships on policy boards, citizen groups left to make plans without adequate technical staff, time, resources.

**Consultation:** Involving citizens through surveys, focus groups, open meetings and public hearings.

**Informing:** A one-way flow of information from the powerful to the citizens, informing them of already-defined plans.

### Nonparticipation:

Therapy: Experts interpret powerlessness as mental illness and subjecting citizens to clinical group therapy. Simply put, receiving social services is not participation.

Manipulation: [Arnstein's] prime example is the rubberstamp advisory board whose members are guided to support a plan for public relations purposes.

One way of seeking to maximize civic participation would be to visit the various structures and functions of the WCCDA, locate them on this ladder, and ask whether they can be pushed farther up the ladder. This may not be practical in some cases; also, many activities and structures can legitimately be said to already occupy some of the upper rungs.

### 3. How will we know when we have participation?

Unfortunately, democracy is not binary, and can only be approached. Nevertheless, in *The Rebirth of Urban Democracy*, Berry, Portney and Thomsen (1993) enumerate the following as conditions for democratic citizen participation in decision-making processes, adapting from the work of a previous theorist, Robert Dahl. These can be thought of as the 'features' of some of the highest 'rungs' on the 'ladder of participation' described above. Again, the WCCDA and the many programs, organizations, community planners and community organizers that surround it can be proud in having achieved/healthily approached many of these preconditions in the development process so far.

1. Any citizen who perceives a set of alternatives, at least one which he or she regards as preferable to any of the alternatives presently scheduled, can insert his or her preferred alternatives among those scheduled for the participation

process.

2. All individuals possess identical information about the alternatives.
3. Every citizen performs the acts we assume to constitute an expression of preference among the scheduled alternatives, for example, takes part in the participation process.
4. In summarizing and evaluating these expressions, the weight assigned to the choice of each individual is identical.
5. The alternative with the greatest support within the participation process is declared the winning choice.
6. Alternative policies that receive the greatest support in the participation process displace any alternatives with lesser support.
7. The chosen policies are implemented.
8. Either all implementation decisions are subordinate or executory to those arrived at during the participation process (that is, the participation process is in a sense controlling); or new decisions during the implementation period are governed by the preceding seven conditions; or both.

Perfect achievement of all of the above conditions may be impossible, but egregious violation of any one severely undermines any claim to democratic process. To the extent that these are violated, social justice is best served when they are violated in the interests of the persons with the least social, political and economic advantage.

### Appendix 5.1.2: Barriers to citizen governance

Many barriers to democratic participation exist in a community as complex as White Center. Different citizens likely have a different constellation of barriers, but they could include, for a given person:



- Language barriers
- Time constraints, especially if one is overworked and underpaid or is a caregiver.
- A sense of being an outsider, or of not legitimately belonging to the White Center community. This may include not being recognized as a citizen of the US.
- A historical experience that equates public life, civic or political engagement with extreme danger and the threat of injury, imprisonment or death of self and loved ones.
- Fear of deportation.
- Observation that public life and most power systems in the US are dominated by people with the most privilege (white, male, middle or upper SES, straight, adults [but often not older adults]).
- Belief that social problems and power systems are not changeable.

Box (1998) identifies the following barriers:

- The presence of politically or economically powerful people who resist citizen involvement as a potential threat.
- The structure of representative democracy.
- "Advisory" bodies that have little ability to make a significant difference in policy because they have little authority or a small area of responsibility.
- Opportunities to participate occur only in a few functional areas, such as planning.
- Requirement of citizens to have specialized knowledge.
- Advisory bodies may be dominated by a few people with a particular agenda.
- The setting of public dialogue may not make citizens feel welcome to participate.
- Insufficient time for citizens to understand

that array of complex services and activities conducted by an organization.

### **Appendix 5.1.3: Structure and Governance**

Below is a discussion of options for structuring a Board of Directors. Strict prescriptions are not appropriate because local conditions vary and a community building organization in one neighborhood might benefit from a very different arrangement than that of another. However, certain forms are very common among successful CDCs. Those forms will be discussed below, as well as some comparative advantages of different models of board function. There are a few ideas to bear in mind:

- No structure assures success. Community development is hard. No governance option will eliminate all risk.
- Every governance structure that involves meaningful citizen participation will require a strong commitment to leadership development and investment in board members.
- Structure is only one piece of the puzzle. It interacts directly with the choice of processes that are used by the different structures to achieve the tasks of that structure. Wise choice of process can facilitate efficient and effective decision making. Themes in process can also become a part of organizational culture, and culture is best carried forth and propagated by the day-to-day messages the power structure sends through its actions and words; these are more powerful than simple, memorable slogans, which in turn appear to be more powerful than mission or vision statements in propagating culture-based management.

From *Organizing for Community Controlled Development* (Murphy & Cunnigham, 2003, p121):

“Regardless of which structure a renewal group chooses, there is one overarching quality that requires close attention. It is a quality that helps to ensure that participation will be vigorous and sustained. It is what we have come to call group process. Group process is consciously making sure that an organization is inclusive and that personal relationships are attended to. It is the mode of operating that emphasizes generous spirit among and between participants and that gives high priority to openness, trust building, respect for diverse views, mutual support, and sharing of decision making. It is continuous information sharing, using e-mail, Web pages, faxes, and other technological means as well as printed newsletters, telephone chains, and face-to-face conversations (with the latter always being the most useful). It is a way that produces cohesion.” (p121).

- Participatory structure will require deep faith that the citizens of White Center can make good decisions when they have access to the best information, democratic structures, supportive processes, and the opportunity to decide. Faith and enthusiasm for a citizen-led process is also a feature that can excite and interest outside funding and allies.
- The leadership of any participatory organization will have to be ready to explicitly defend the notion of citizen-controlled development against attacks from articulate people with unexamined yet highly internalized commitments to oligarchy, along with its close (and often veiled) companion, white privilege. To the claim, “Residents don’t have the expertise,” the answer must be, “They already have expertise, the organization helps them obtain even more, and will

purchase or borrow or recruit from elsewhere whatever expertise it doesn’t possess.”

- Participation can take many forms, and it is likely in the best interests of the LME to create room and organizational space for citizens to participate in many ways, at many levels, from the board, to committees and task forces to ad hoc work groups.

### **The Relationship between the Organization and the Constituency**

In that community building organizations aspire to speak for the community, many choose organizational forms that allow every community member an opportunity to be a part of the organization in some capacity. They tend to have one of three forms, though most are hybrids.

*Membership organizations*, in which the members are individuals or families who participate in activities, committees and community meetings, and election of representatives (variations on this discussed below).

*Block organizations*, in which individuals are significant, but are further organized by city block and elect block representatives. These may have a position inside the more formal organization, including on the board.

*Coalition organizations*, in which the discrete members are organizations rather than individuals.

At this time, the WCCDA strives to be accountable to the community but does not, have an explicit membership base into which members of the community are actively recruited. Community member input is actively solicited, but few members of the community at-large likely



consider themselves ‘part of the CDA.’ The WCCDA also has some coalition features.

To achieve deep community participation, it is recommended that the LME move towards becoming a membership or block-type organization, broadening and deepening the level of resident infusion in future work. There are good reasons to opt for a hybrid membership/coalition or block/coalition model, in which representatives of institutions (local businesses or service providers, for example) also can participate as members and sit on committees and/or the board.

If the WCCDA chooses this route, the organization should hire a person whose explicit role is membership development. This role should include a responsibility for ensuring participation opportunities for persons historically excluded from participation, including persons of color, persons with disabilities, older adults, and youth. Some people will want to commit more time than others, and opportunities (both in decision-making and action-taking) should be structured to accommodate varying levels of participation. The membership or volunteer coordinator also would need to work in close liaison with any CDA community organizers to ensure opportunities that do not favor historically privileged groups.

#### **The Board of Directors: Who and what is it?**

All non-profit organizations are required by law to have a board of directors. Most literature on citizen participation in community development focuses on questions of who is on the Board of Directors, how they got there, whether and how many are community members, which communities they reflect, and whether they truly represent ‘the community’ or ‘their community’.. These are critical questions. Another important question is the role of the Board versus the staff and the committees formed within the

organization-- from board members, community members, to staff, or all of the above.

Balancing efficiency of decision-making versus inclusive democracy is a continual trade-off. All options should be entertained, but ‘more inclusive’ bodies or decision-arrangements may require more careful design of process (skillful facilitation of public discussions, for example) to avoid creating a CDC that has difficulty making timely decisions.

#### **1. Board Models**

A brief table of general non-profit governance models occurs below. It is a summary of work mainly by Nathan Garber (1997) and also includes analysis by Bradshaw, et al (1998). One important model described is the Management Team model, in which the Board in fact comprises much of the administration of the organization itself. Many non- profits with few paid staff, and arguably the current WCCDA, operate from the Management Team model. A few other models are discussed, with the last being the ‘Constituency’ model, in which board members represent one or more constituencies. Bradshaw, et al (1998) conceive of constituent boards as a distinct model from advisory, management or policy boards, but in fact, the ‘constituent’ or ‘representative’ concept refers more directly to *how the members got there* and *who they speak for* than *how they govern*. One could easily conceive of a *constituent advisory board*, a *constituent policy board* or a *constituent management team board*. In seeking to embrace citizen participation and control, while continuing to have a board that is very active in the organization’s functional operations, the LME will likely have some form of *constituent, management team board*. The policy model is also interesting to help frame discussions about the mix of board responsibilities.



## 2. Board Composition

A second question is, how the board should be composed. The first component of this question is whether it should be comprised entirely of residents, or also include some mix of institutional

and/or non-resident representatives. The figure below considers several possible forms. This figure tends to presume elections as the process by which a membership would choose its representatives, but that is not the only option.

| Type of Board:   | Advisory  | Patron   | Co-operative / Collective   | Management Team  | Policy   | Constituency  |
|--|---|--|---|--|--|---|
| Defining features/form:  | Board exists to research issues and advise CEO, who makes all decisions | Board funds/fundraises for the organization. CEO/staff make all other decisions. | Not so much a Board style as a organization-wide decision style. Board, CEO, staff, citizens/clients, and other stakeholders all collectively make all decisions. | Board is essentially also the administrative management structure of the organization. | Board primarily creates broad policy, strategic priorities and general decisions, vision, tone, values. Administrative, operational or technical functions performed by CEO/staff. | Some or all board members are elected by the constituents the organization serves. May be explicitly structured so that certain constituencies are represented. |
| Method of populating the board:                                    | Often selected by CEO   | Recruited and voted-in by the board  | Recruited and voted-in by the board   | Recruited and voted-in by the board  | Recruited and voted-in by the board  | Constituent elections for some/all members.   |
| Meaningful Community Participation And/or Control of Organization? | No: Power centralized in CEO/staff.                                     | No: Power centralized in CEO/staff.  | Possibly, probably not: Board/CEO/staff likely to outweigh/outnumber any community representatives.   | No: Board doesn't necessarily represent a broad community base.                        | No: Board doesn't necessarily represent a broad community base.  | Possibly: If board is elected and represents diverse interests, legitimate community participation is possible.   |
| Board's Main Focus:  | Advise CEO  | Fundraise  | Manage organizational operation and survival  | Manage organizational operation and survival   | Set vision, tone, broad priorities.  | Manage organization and/or develop vision and broad priorities.   |

Summarized from Bradshaw, et al (1998) and Garber (1997).

Figure 1: Some Board/Governance Models.





| Type of Board:       | Advisory  | Patron   | Co-operative / Collective   | Management Team   | Policy  | Constituency  |
|----------------------|---|--|---|---|---|---|
| Some Advantages:     | Selected for their expertise, the board gives CEO advice. Decisions are made in a time-efficient manner by CEO. | Creates financial support, connections, political power and/or credibility for the organization.                       | Democratic participation in decision making for everyone inside the organization. Decisions benefit from front-line staff decision involvement. Decisions are based on consensus and responsibility is collective. May involve community members as well. | Enables an organization with few/no paid staff to accomplish 'the work' of the organization. Volunteer driven. Board very connected to organization's day to day operations.                                  | More attention to vision, mission, values, big picture, relationships, fundraising. Clarity of roles and responsibilities. Board focus on outcomes leads to increased accountability. It best, it can liberate, empower and support CEO.  | Constituents have control over policy and planning. Broad base of participation. Allows an inclusive "big picture" vision to emerge. Constituent energies decentralized into action-oriented committees.  |
| Some Dis-advantages: | Power centralized in CEO. Board has little real power, yet may remain liable by law for the CEO's actions.      | Cannot be relied upon for governance tasks such as vision development, organizational planning, or program monitoring. | Consensus decision-making with large numbers is slow. Requires a shared sense of purpose, high commitment by all, and a willingness to compromise. Diffusion of responsibility is possible where individuals are not accountable..                        | Poorly suited where there is already paid management. Can become micro-managing, refusal to delegate authority, overly directive of CEO. Division of responsibilities between board and staff may be unclear. | Board and staff are disconnected. Board may feel less in touch with the organization's daily operations. Staff may mistrust board's ability to govern because of their disconnection. Links between policies, operations and outcomes may be tenuous. Limited ability to embrace organizational evolution and change. | Board members' energy can be over-dispersed through a large number of committees. Poorly managed conflict across difference can damage board relationships. Board members may turn over more frequently. Communication must be timely, adequate, consistent, clear, accessible. |

*Summarized from Bradshaw, et al (1998) and Garber (1997).*

Figure 2: Some Board/Governance Models: Advantages and Disadvantages.

Decision 1: Board size.

Decision 2: To include institutional representatives? (These can be included elsewhere in the organization instead/as well, if desired, by creating specific committees or including them on regular committees).

Decision 3: To include supporters from outside the geographical area? (These can be included elsewhere in the organization instead/as well if desired)

Decision 4: Number of residents on the board. (This should be at least 51%).

Decision 5: Whether to require that a certain proportion of seats be held by:

Women

People of color (Which identities, and in what proportion?)

Different age groups

LGBT persons

Other constituencies?

Defining who are or are not members of the above groups is obviously a painful question. There is not wide agreement on a perfect way.

### **3. Organizational arrangement of bodies and divisions of labor**

#### **Committees:**

To complicate matters, most of the same questions asked about the board can be asked about the organizational committees. Most committees are populated by board members, members, and selected outside-community supporters, but many arrangements are possible. Making room for at least some participation by the membership-at-large within committees and subcommittees will create the largest number of opportunities for participation, while requiring the most carefully designed committee processes.

### **Board Member Leadership Development and Training**

Board members who are recruited or elected from less-privileged communities within White Center face considerable challenges to making their voice heard at a volume equal to others with more expertise, who are more articulate or vocal, or who have more education. New board members will need to be educated about their role (whatever it is to be) and many duties. The organization must invest considerable resources in its Board members to produce a strong and legitimate decision-making body. If community elections of Board members are considered in the future, it would be prudent to review and update the Board orientation and education process and reserve funds for training. It would be prudent also to establish relationships with organizations that specialize in training leaders from communities of color.

### **The LME and Community Organizing**

Considerable community organizing has taken place to achieve legitimacy and representation for the current planning process and the WCCDA as an organization. With the coming merger, some past work that has been done by outside organizers may be done from within the LME itself. Ongoing organizing will be critical to engage many White Center voices within the democratic dialogue. The model for the next incarnation of the organization should clarify community organizing roles. Many CDCs seat responsibility for organizing entirely with board members. However, this is not the only possible arrangement.

Many activities can be subsumed under the category of community organizing. With respect to community development and building, Murphy & Cunningham (2003) identify the following:



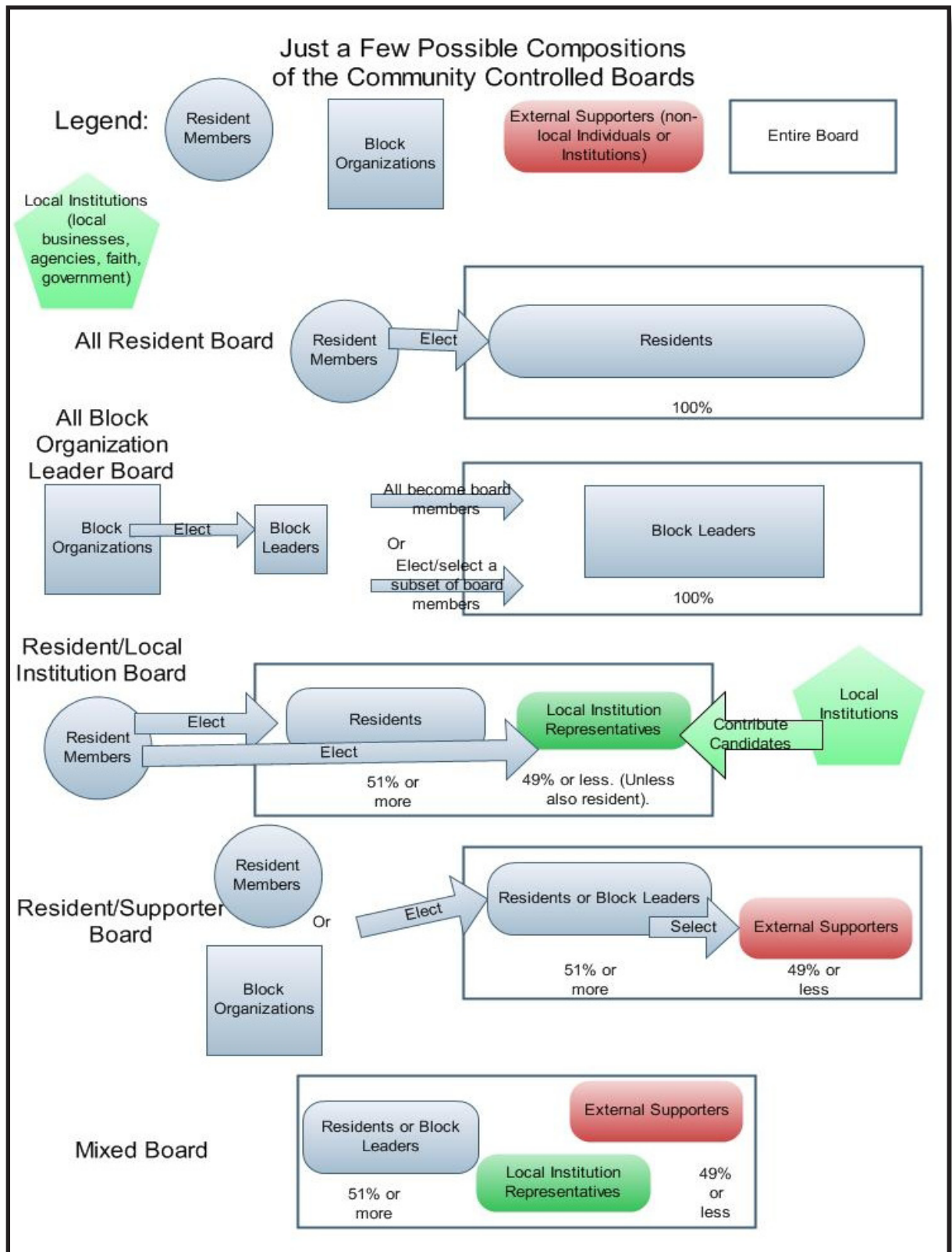


Fig. 3. Board Composition (by selection process).

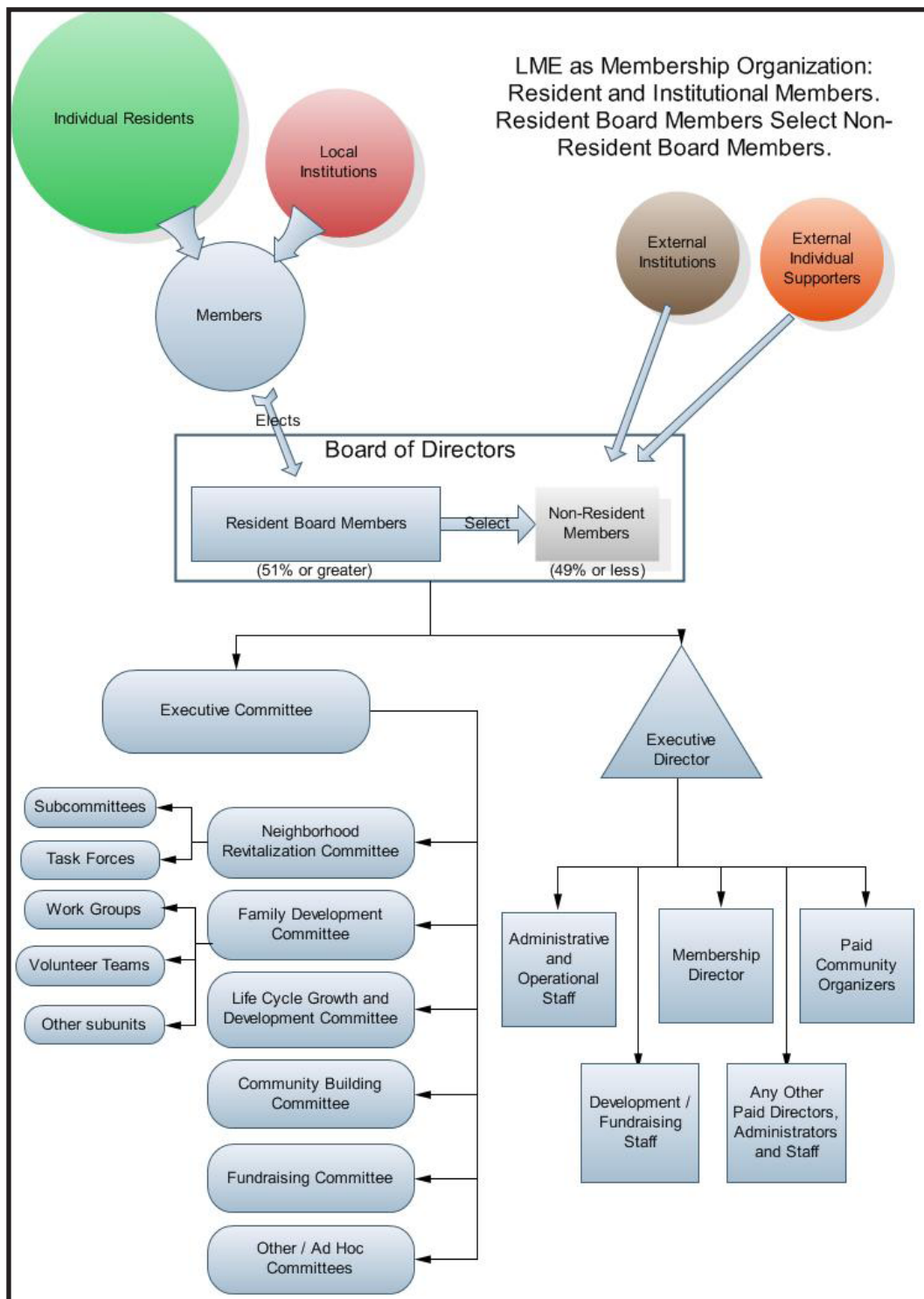


Figure 4: One of many possible arrangements. This is an organizational chart describing what the LME might look like as a Membership organization, based on the current WCCDA structure. It is only one example, and many parts can be rearranged and reorganized.

1. Creating and spreading a vision
2. Recruiting
3. Developing leadership
4. Forming and maintaining a cadre (a core group of people [board or others]) who are most involved
5. Launching the organization
6. Researching and planning
7. Evaluating process and product
8. Staffing
9. Communicating (keeping members of the collective body informed of key information, knowledge, events)
10. Implementing plans
11. Tapping resources
12. Building and strengthening interorganizational relations (Murphy & Cunningham, 2003)

The following are questions about the organizing function:

Which should be the responsibilities of board members, which of paid organizers, which of unpaid members, supporters or volunteers?

Where should community organizing be located in the organization?

If some Board members are selected on the basis of identity, should they be able to select/hire an organizer to organize within their identity-community, to organize within it? Are organizers answerable to the board? Should they instead be hired and answerable to the Executive Director? Should they be elected by the community?

Should the organizer be a member of that community and of the geographic area?

How will they are trained?

Does the current orientation process for new

board members adequately educate and socialize them into the philosophies and processes of the organization and their role as a board member?

### **The Difficult Question of Technical Expertise**

Many aspects of community development, especially the real estate portions, require high levels of technical expertise. Every CDC has needed to negotiate a complex relationship between the community and the technical experts (who may also be community members). For many reasons, technical experts tend to wield extra power in dialogues. For example, they have the 'veto' power to declare an option 'not feasible.'

Here are some questions to consider:

Where is the best location for technical expertise? Within, without, on the Board, on committees, contracted, internal? This question balances *legitimacy* (experts might or might not represent the community) versus *efficiency* (the nearer expertise to the decisionmaking process, the faster the process, in general) and *effectiveness* (experts, in general, are valuable because they produce 'better products').

### **Accountability to both Citizens and Funders?**

A final factor influencing organizational design is the perennial tension between accountability to citizens and accountability to funders. Processes must exist to ensure that any citizens involved in decision-making are adequately educated about the realities of the 'strings attached' to funding so that discouragement and disappointment are minimized. At the same time, the organization will need to be prepared to advocate to funders and other partners on behalf of its participatory processes.



#### Appendix 5.1.4: Board Models in More Detail

(Garber, 1997, and Bradshaw, et al, 1998)

##### Advisory Board Model

“This model emphasizes the helping and supportive role of the Board and frequently occurs where the CEO is the founder of the organization. The Board’s role is primarily that of helper/advisor to the CEO. Board members are recruited for three main reasons: they are trusted as advisors by the CEO; they have a professional skill that the organization needs but does not want to pay for; they are likely to be helpful in establishing the credibility of the organization for fundraising and public relations purposes.” (Garber, 1997)

**Problems:** Exposes members to liability by failing to provide accountability measures for CEO and staff.

“By law, the board has the obligation to manage the affairs of the organization and can be held accountable for certain actions of employees and committees. It must therefore maintain a superior position to the CEO. Although the board is permitted to delegate many of its responsibilities to staff or committees, it cannot make itself subordinate to them.” (Garber, 1997)

##### Patron Model

“Composed of wealthy and influential individuals with a commitment to the mission of the organization, the Patron Board serves primarily as a figurehead for

fund raising purposes. Such boards meet infrequently as their real work is done outside board meetings. Writing cheques and getting their friends to write cheques is their contribution to the organization. Many organizations maintain a Patron Board in addition to their governing boards.” (Garber, 1997)

**Problems:** Meet infrequently, cannot be relied upon for governance tasks such as vision development, organizational planning, or program monitoring.

##### Co-operative Model

“For a number of reasons, some organizations try to avoid hierarchical structures. The decision-making structure in such organizations is typically labeled “peer management” or “collective management”. In this model, all responsibility is shared and there is no Chief Executive Officer. Decision-making is normally by consensus and no individual has power over another. If the law did not require it, they would not have a board of directors at all... The organization therefore strives to fit the board of directors into its organizational philosophy by creating a single managing/governing body composed of official board members, staff members, volunteers, and sometimes clients.” (Garber, 1997)

**Benefits:** Very democratic. “When working well, the organization benefits from the direct involvement of front-line workers in decision-making and the synergy and camaraderie created by the interaction of board and staff.” (Garber, 1997)





Problems: Most difficult of all models, requiring “a shared sense of purpose, an exceptional level of commitment by all group members, a willingness to accept personal responsibility for the work of others, and an ability to compromise.” (Garber, 1997)

“I have noted two areas of concern with this model. The first is that although the ability to compromise is an essential element in the successful functioning of this model, cooperatives often arise out of a strong ideological or philosophical commitment that can be inimical to compromise. The second concern is the difficulty of implementing effective accountability structures. At the time of implementing this model, there may be a high motivation level in the organization which obviates the need for accountability mechanisms. But, as personnel changes take place, the sense of personal commitment to the group as a whole may be lost. In the collective model, there is no effective way to ensure that accountability for individual actions is maintained.” (Garber, 1997)

### **Management Team Model**

“For many years, most nonprofit organizations have been run by boards which operate according to the model of a Management Team, organizing their committees and activities along functional lines. In larger organizations, the structure of the board and its committees usually mirrors the structure of the organization’s administration. Just as there are staff responsible for human resources, fund-raising, finance, planning, and programs, the board creates committees with responsibility for these areas.” (Garber, 1997)

“Where there is no paid staff, the board’s committee structure becomes the organization’s administrative structure and the board members are also the managers and delivers of programs and services. Individually or in committees, board members take on all governance, management and operational tasks including strategic planning, bookkeeping, fund-raising, newsletter, and program planning and implementation.” (Garber, 1997)

“The widespread adoption of the Management Team model, arises out its correspondence with modern ideas about team management and democratic structures in the workplace. It also fits well with the widely held view of nonprofits as volunteer-driven or at least nonprofessional organizations. This model fits well with the experience of many people as volunteers in community groups like service clubs, Home and School groups, scouts and guides, and hobby groups. It also mirrors the

processes involved in the creation of a new organization or service. It is no wonder then, that most prescriptive books and articles written between 1970 and 1990 (and many written more recently) define this model as the ideal.” (Garber, 1997)

“Boards which operate under the Management Team model are characterized by a high degree of involvement in the operational and administrative activities of the organization. In organizations with professional management this normally takes the form of highly directive supervision of the CEO and staff at all levels of the organization. Structurally, there may be many committees and subcommittees. Decision-making extends to fine details about programs, services, and administrative practices. When working well, two criteria tend to be used in the selection of members: their knowledge and experience in a specific field, such as business or accounting; or because they are members of a special interest group or sector that the board considers to be stakeholders.” (Garber, 1997)

“While this model works well for all-volunteer organizations, it has proven to be less suited to organizations that already have professional management and full-time employees. Indeed, the deficiencies of this model have led to the current thinking in the field which differentiates “governance” (the practices of boards of directors) from “management” (the practices of employees) and the deluge of research, articles, and manuals on this topic.” (Garber, 1997)

Problems: Can become micro-managing. “The most important shortcoming is that all too frequently, it degenerates into what I call the Micro-management Team Model in which board members refuse to delegate authority, believing that their role requires them to make all operational decisions, leaving only the implementation to paid staff. The result is invariably a lack of consistency in decisions, dissatisfied board members, resentful staff and a dangerous lack of attention to planning and accountability matters.”

### Policy Board Model

“All Policy Board Models share the view that the job of the board is: to establish the guiding principles and policies for the organization; to delegate responsibility and authority to those who are responsible for enacting the principles and policies; to monitor compliance with those guiding principles and policies; to ensure that staff, and board alike are held accountable for their performance.” (Garber, 1997)

“The positive features of this model when it is working effectively are:

There is increased clarity of roles and responsibilities, vision and accountability.

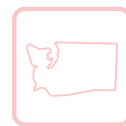
The focus on outcomes and results leads to increased accountability.

An external focus connects the board with other boards and stakeholders.

The leadership role of the board can be satisfying for board members.

This model liberates, empowers and supports the chief executive officer.

The board engages in systems activities by scanning the environment, becoming familiar with “big picture” issues as well as major internal trends and entering into



partnerships with other stakeholders. The board takes on the responsibility of ensuring adequate resources are available to accomplish the mission (fund raising).” (Bradshaw, et al, 1998)

“The downsides of the Policy Governance Model are becoming more evident as organizations are experimenting with this model:

Board and staff relations are vulnerable and disconnected because of the emphasis on separate and distinct roles. This can interfere with developing a productive board/staff partnership.

The board often feels disconnected from programs and operations—operational information is less relevant in this model.

Staff often mistrust the board’s ability to govern because of a perception that the board does not understand the organization’s operations.

Links between policies, operations and outcomes are often tenuous.

Board or executive may exercise their power in overriding the other’s role. Power is concentrated in the hands of a few.

This model can be self-limiting in its ability to embrace evolution and change because it assumes one vision (to be articulated and achieved) and it solidifies perpetuates the status quo through its policy framework.” (Bradshaw, et al, 1998.)

**Constituent/Representative Board Model**  
(Bradshaw, et al, 1998)

“In this model there is a direct and clear link between the organization’s board

and its constituents. The constituents are usually represented on the governing board and participate in policy development and planning. This participation benefits the constituents by offering them control over policy decisions through their board representative. These board typically range in size from about fifteen to over forty members. Strict policies govern the composition and election/appointment of board members representing specific constituents. This model features centralized decision-making with decentralized input and it implicitly values stability in its operations. The board’s relationship to the CEO is not always clearly defined and is vulnerable to changing expectations with changing representatives on the board. Within the larger size board, the board/CEO relationship tends to be similar to the policy governance model, i.e. the board empowers the CEO to manage the operations of the organization within the limitations set by the board. At times the roles and responsibilities of board and constituents are outlined in written documents of agreement.” (Bradshaw, et al, 1998)

“The positive features of this model when it is working effectively are:

There is a broad base of participation and power is decentralized.

This model allows a vision to emerge that is inclusive of constituents’ perspectives. Constituent energy and participation is generally decentralized into committees which are action oriented.

Communication is emphasized because of the need to involve large numbers of diverse stakeholders.

The board tends to have a pulse on “big

picture” issues as a result of the broad based input by constituents.

The challenge of dealing with multiple interests and the resulting conflicts is recognized and addressed in a variety of ways (some ways are more successful than others).” (Bradshaw, et al, 1998)

The down sides of the Constituent/Representative Board Model are at the opposite ends of some of the Model’s positive features:

Because communication is a key cornerstone for this model, there are pressures and demands for communication to be timely, adequate, consistent, clear, accessible, etc. These pressures often create difficulties in meeting high constituent expectations.

Energy can be dispersed throughout a large number of committees and activities and therefore become unproductive.

The vision often loses focus and commitment by the board as board members turn over and other constituency interests come in.

Conflict which is a natural and common feature of a multi-interest group does not always get resolved and can damage board relationships.

With representative interests and positions, there is a tendency to pursue self-preservation rather than shared interests.

The model generally requires some form of written contract that needs to be renewed regularly to keep it in force. (Bradshaw, et al, 1998)

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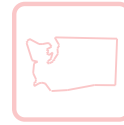
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### About the author:

Jonathan Morris Grout will graduate with a Master of Social Work in Spring of 2007. He has worked in the mental health and human services field for nearly a decade, and is beginning his Social Work career in the world of health care.



### **Appendix 5.2: Community Talent Inventory: Sample Questions**

Name: \_\_\_\_\_

Address: \_\_\_\_\_

Number where you can be contacted: \_\_\_\_\_

Email: \_\_\_\_\_

What do you think you do well?

Have you ever been paid for the talent that you have?

When you think about the things that you can do, what do you enjoy the most when you do them?

What are you interested in doing for work? What do you want to learn more about? What kinds of skills would you like to acquire?

What kinds of skills would you be comfortable teaching to other people?

Are you interested in earning money for doing these skills or for teaching someone else?  
For example, carpentry, etc.

Have you tried to earn money for these skills? What were the results? Did you enjoy it?

Have you ever thought about or do you feel that you should start a home business or in your neighborhood?

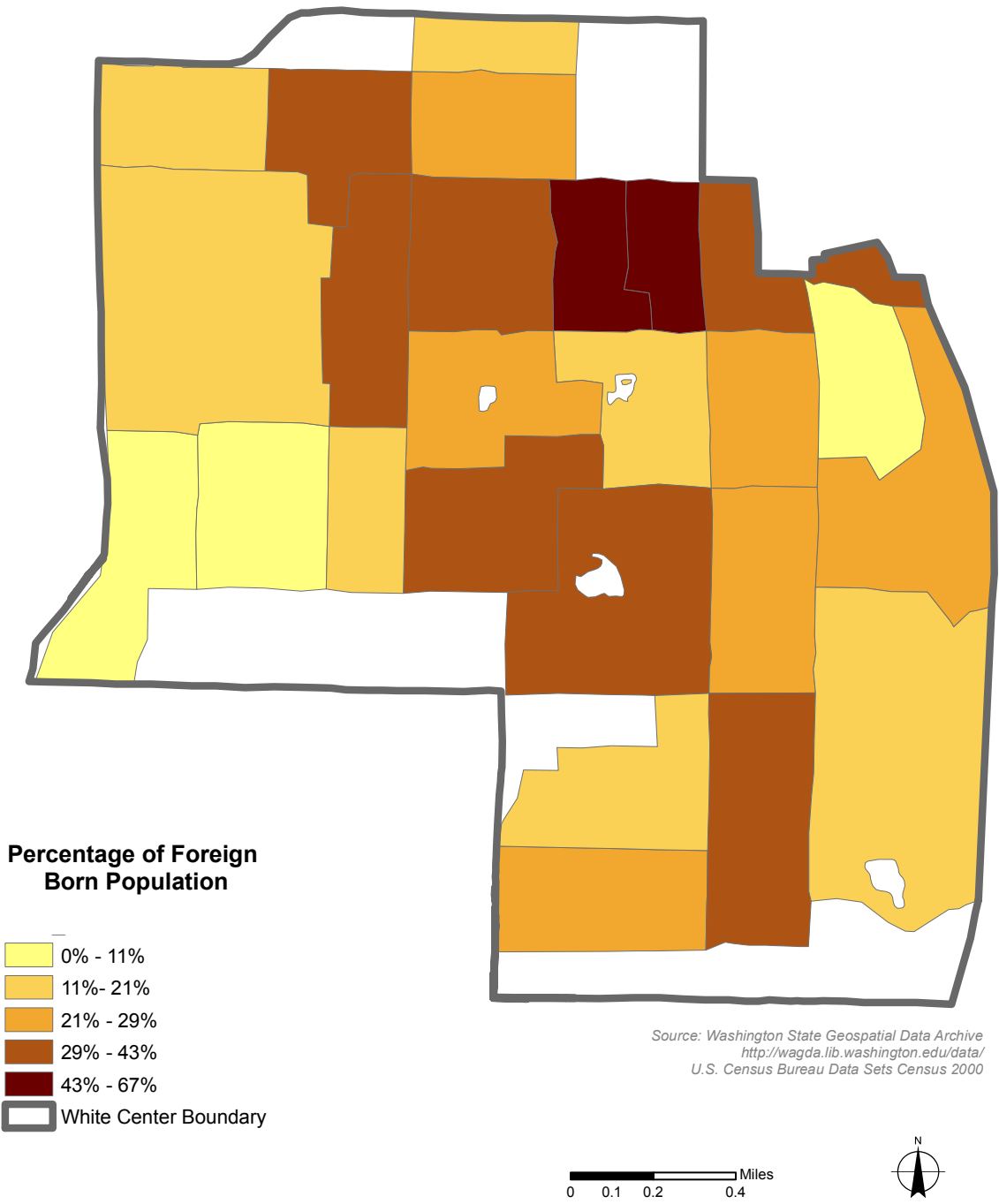
What would that be? What has kept you/ held you back from doing this?

What are some of the groups that you participate in, and what do you do in those groups?  
Examples: president, event organizer, treasurer, etc.

Can we tell others about your talents? Would you want to share/ teach them voluntarily, or would you want to be paid?

Appendix 5.3: Map of Foreign Born Population

Map 1: Foreign Born Population



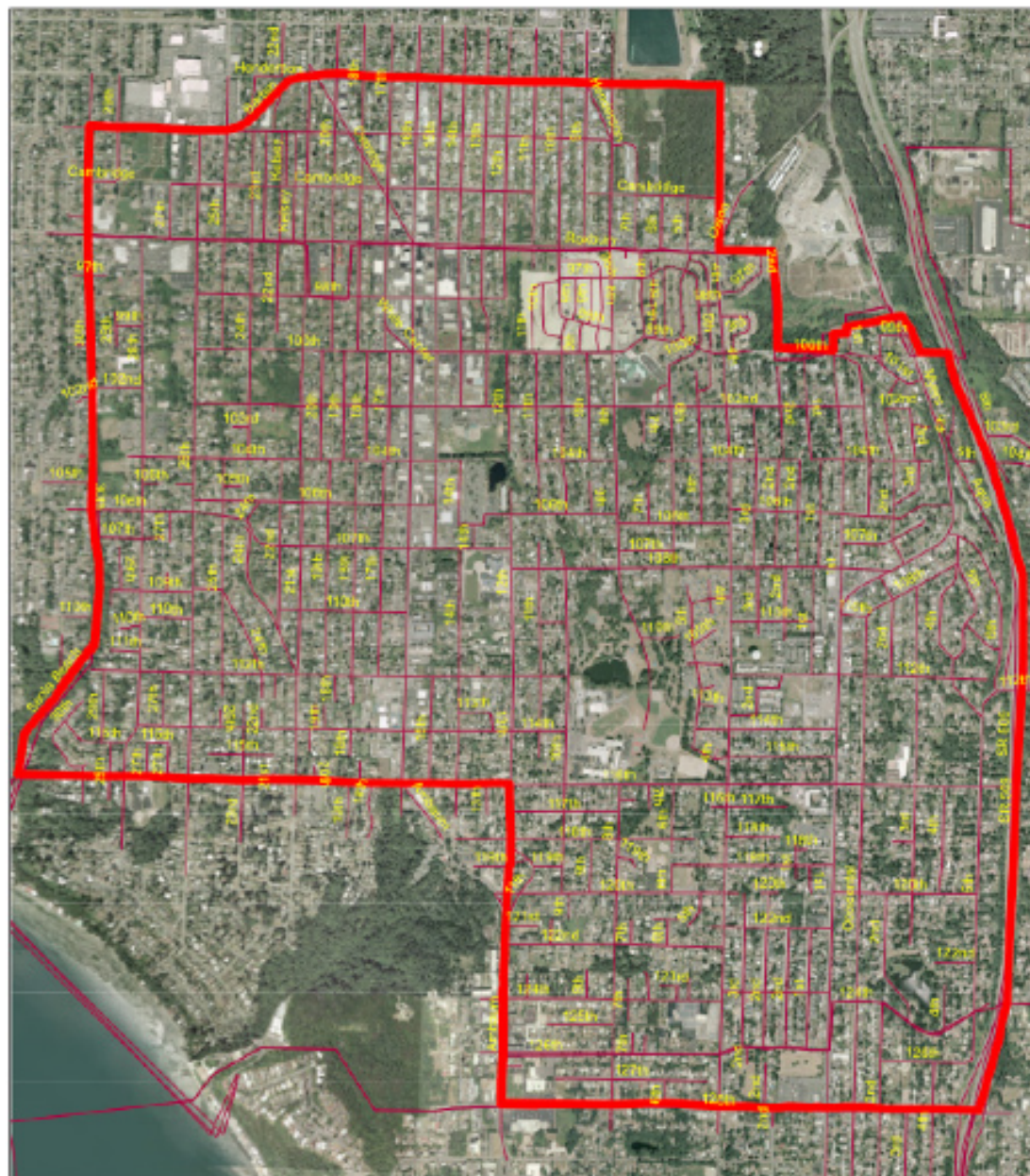


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## Appendix 6: Land Use Element

## Appendix 6.1: Map of Study Area

### Map 6.1: White Center Orthographic Map



Map based on King County 2005 Orthographic Data



## Appendix 6.2: Ground Truthing

*Summary:* The purpose of this exercise was to discern whether the King County Geographic Information Systems (GIS) data was accurate. In order to determine the data's accuracy, the land use group divided into four groups (with 2 persons per group), and divided White Center into four sections. Each group then walked one of the four sections of White Center, and cross-checked the data with what currently existed. Below is a step by step overview of this process.

1. Download GIS data and assessor data (which contains information on the parcels and streets in White Center). This information was downloaded from WAGDA.
2. In GIS, clip street and parcel data to boundary of White Center.
3. Use the King County Assessor data to label parcels in White Center with the company name (if applicable) and land use. Each parcel is labeled with a unique pin ID #.
4. Create a protocol for collecting data (during the walking exercise of White Center). Mark each parcel by its land use: single-family, multi-family, commercial, green space, or vacant. Each land use category is denoted by a symbol (i.e. SF for single-family).
5. Create binders for storing collected data. Each binder contains the following:
  - a. Master map with block numbers
  - b. Symbols page
  - c. Maps by block
  - d. Camera for taking pictures of vacant parcels and proposed land use changes
  - e. Contact list (of other team members)

## Appendix 6.3: Buildable Lands Analysis

*Summary:* The buildable lands analysis estimates how much development is likely to occur in White Center. Its estimates are valid for the present, based on current development trends, existing zoning regulations, and the amount of vacant or underused land in White Center.<sup>1</sup>

Because White Center is comprised primarily of residential and commercial property, the buildable lands analysis focuses on these development types. For this analysis, residential types of development include both single-family and multi-family housing. Commercial development includes retail (for example, grocery stores and bank branches), restaurants, and office space.

The buildable amount of residential land is measured in dwelling units; a dwelling unit comprises an entire residence such as an apartment unit, or an entire house. As such, both a 5-bedroom house and a 1-bedroom apartment would be considered a single dwelling unit. Moreover, because a single dwelling unit is considered an entire residence, a dwelling unit can also be thought of as containing a single household. Thus, 1 dwelling unit is equal to 1 household. On the other hand, buildable commercial land is measured in square footage (see buildable lands methodology for an explanation of how buildable square footage is determined).

1. For White Center, obtain the average residential density for recent development.

*Description:* This step estimates the likely density at which future development will be built. This is done for each residential zoning class (e.g. R 6, R 8, R 12, R 18, R 24, and R 48). The development density is based

<sup>1</sup> Development trends could change dramatically 5 years from now. A buildable lands analysis is valid as long as those trends remain constant.

on the average density of recent residential developments in White Center (within each zoning class).

- Using the most recent residential parcel data<sup>2</sup>, look for the last year that a parcel was developed (note: if a residential parcel does not contain a year, it is likely vacant). This will usually be labeled *year built*.
- For each zoning class, focus only on the most recent years. This represents the *most recent* construction of residential buildings.
- Compile a list of the recent developments. Use discretion — if a particular zoning class's last development was as far back as 1994, use it. On the other hand, if a zoning class had a lot of development within the last 10 years, it may suffice to only record developments that occurred in the last 5 years.
- For each development, record the number of dwelling units (note: not the same as bedrooms) and the number of acres for that property. If the parcel data contains some other unit of measurement other than acres, convert its unit of measurement into acres.
- Add together all of the dwelling units, and the total amount of acres. Then divide the total number of dwelling units by the total number of acres.
- This value (total dwelling units/ total acres) is the likely density in which new development will occur for that particular zoning class (within White Center).

2. Calculate the total amount of vacant residential land.

*Description:* This step estimates the total vacant acreage in White Center for all

residentially zoned parcels.

- Looking at the same parcel data used for step 1, record all parcels that are 'vacant.' Vacant parcels are all parcels that have an *improvement value* of 10,000 or less (the improvement value is the county appraised value of a building, assuming a building exists on that parcel) and are not listed as a public facility (i.e. park).
- For all vacant parcels, record both the zoning class and the total amount of acres (if the parcel data contains some other unit of measurement other than acres, convert its unit of measurement into acres). Next, within each zoning class, sum the parcels' acres together. This output is labeled *Max. Buildout*.

3. Calculate number of dwelling units that could be built on vacant parcels.

*Description:* This step takes the output from steps 1 and 2, and uses these numbers to calculate how many residential units would be built within each zoning class based on recent development trends.

- Within each zoning class, multiply the total amount of vacant acres by the average residential density for recent developments (obtained from Step 1). The calculated number represents the most likely residential density that the vacant parcels would be developed at (if recent market trends persist).
- Next, multiply the likely residential density for vacant land by the *market factor*. The market factor estimates the amount of vacant or redevelopable land not likely to be developed (as a result of market forces), and is based on the 'King County Buildable Lands Evaluation 2006 report for the North Highline/White Center Unincorporated Area'<sup>3</sup>



<sup>2</sup> Trink, Mai, "Download Assessment Database File Extracts." King County Department of Assessments. April 2007 <<http://www.metrokc.gov/assessor/download/download.asp>>.

<sup>3</sup> 'Residential Land Supply' Table. Curran, Rose. "Sea-Shore Unincorporated Area"



4. Calculate the total amount of redevelopable residential land.

*Description:* For each zoning class, the number of parcels that are considered redevelopable are compiled. Once the redevelopable parcels have been identified, their acreage is recorded.

- Again, using the parcel data from step 1, record all parcels that are redevelopable. Redevelopable parcels are all parcels in which the lot size is twice the minimum size (See Addendum H.2 -- King County Redevelopable Parcels).
- For all redevelopable parcels, repeat the same steps used to calculate steps 2 and 3. However, exclude all parcels that are unlikely to redevelop (i.e. a government building or religious building).

5. Calculate the total number of residential dwelling units that are likely to be built in White Center.

*Description:* This step estimates how many new residential dwelling units White Center could accommodate at the present, given the current amount of vacant and redevelopable land, and assuming current development trends persist.

- Add together the output from steps 3 and 4 (the total number of vacant and redevelopable dwelling units that are likely to be built). This is labeled *Final Output*.

6. For commercially zoned parcels, identify all those that are vacant, and the building square footage (sq.ft.) that these parcels are likely to accommodate.

*Description:* For commercially zoned parcels that are vacant in White Center, the amount of sq.ft. that they are likely to accommodate is

estimated.

- First, using the King County assessor's parcel data, compile a list of all commercially zoned parcels.
  - a. Commercially zoned parcels include all of the following categories: O (Office), NB (Neighborhood Business), CB (Community Business).
  - b. Once a list of all commercially zoned parcels has been compiled, record the net building sq. ft. and the lot area (also in sq.ft.) for each commercially zoned parcel. Parcels that do not have any net building square footage can be considered vacant. Net building sq.ft. is the sq.ft. of the actual building. It does not include other site improvements that may service a building (such as a parking lot) but are not technically part of that building.
  - c. Sum the net building sq. ft. for all commercial parcels. Repeat for lot area.
  - d. Divide the summed net building sq.ft. by the summed lot area. The calculated number represents the average ratio of a building to its lot area. As such, it states that given a commercial parcel, any building erected on it is likely to be \_\_\_ sq.ft. This calculated number is represented by *Floor to Area Ratio (FAR)*: the ratio of a building's foot print to the total lot area.
- Next, list all commercially zoned parcels that are vacant for each zoning class. Record the total acreage for an entire vacant commercial parcel. Sum the total vacant acreage.
- Multiply the total amount of acreage for each zoning class by the average FAR for

rated Area." King County. April 2007 <[http://www.metrokc.gov/budget/buildland/UKCSeashor\\_final.pdf](http://www.metrokc.gov/budget/buildland/UKCSeashor_final.pdf)>

recently developed commercial property.

- Multiply the likely build-out of commercial property by the market factor.<sup>4</sup>

## 7. Estimate Total Acreage of Redevelopable Commercial Land

*Description:* This analysis estimates the total redevelopable square footage of commercially zoned parcels, as well as the commercial square footage that could be developed on these parcels.

- First, list all commercially zoned parcels that are vacant for each zoning class.
  - a. Redevelopable parcels are all parcels that have a building improvement value that is equal to, or less than 1/2 the appraised land value for a particular parcel. Essentially, this method states that if a particular commercial building's value is only 1/2 that of the value of the land upon which it sits, it is worth redeveloping.
  - b. Repeat same steps used for vacant parcels to obtain the total acreage, and the total building sq. ft. these parcels are likely to accommodate. However, one additional step is included. For this extra step, subtract the maximum buildout of redevelopable land by the current amount of building sq.ft. on redevelopable land. The purpose of this step is separate the existing building sq.ft. from what could be built *in addition* to the existing building sq.ft.

## 8. For the final step, estimate the total amount of commercial building sq.ft.

*Description:* This step estimates how much commercial building sq.ft. could be

accommodated in White Center, given the total amount of vacant and redevelopable commercial zoned parcels, and assuming recent development trends persist.

- Sum together the outputs obtained from steps 6 and 7.



<sup>4</sup> 'Commercial and Industrial Land Supply' Table, Ibid.



### Appendix 6.4: Buildable Lands Data

*Summary:* This data contains the calculations from Appendix 6.3 and is organized according to its corresponding step in Appendix 6.3.

One approach to measuring the effect of 1800 additional dwelling units in White Center is to

dividing it by the total number of households in White Center. Using the average household size, this means that White Center can accommodate approximately, 1,800 households, or 5,000 individuals. Since White Center's population, as of 2000, is 20,975, this would mean a population increase of 24% -- equal to the increase in dwelling units and households.

#### Buildable Lands Data: Residential Parcels

| Input                           | Output   |          |         |         |         |         |
|---------------------------------|----------|----------|---------|---------|---------|---------|
|                                 | R6       | R8       | R12     | R18     | R24     | R48     |
| Step 1 (Average Density)*       | 6        | 7        | 6.5     | 8       | 24      | 24      |
| Step 2 (Total Acres: Vacant)    | 62.7568  | 15.35    | 1.61    | 1.518   | 5.48    | 7.6     |
| Step 3 (Max Buildout: Vacant)*  | 376.5408 | 107.45   | 10.465  | 12.144  | 131.52  | 182.4   |
| -- King County Market Factor    | 15%      | 15%      | 15%     | 15%     | 15%     | 15%     |
| -- (Final Buildout: Vacant)*    | 320.06   | 91.33    | 8.90    | 10.32   | 111.79  | 155.04  |
| Step 4 (Total Acres: Redevelop) | 234.25   | 26.018   | 0       | 0       | 1.021   | 24.924  |
| -- (Max Buildout: Redevelop)*   | 1,405.48 | 182.126  | 0       | 0       | 24.504  | 598.176 |
| -- King County Market Factor    | 50%      | 50%      | 50%     | 50%     | 50%     | 50%     |
| -- (Final Buildout: Redevelop)* | 702.74   | 91.063   | 0       | 0       | 12.252  | 299.088 |
| Step 5 (Sum of Steps 3 and 4)   | 1,022.80 | 182.3955 | 8.89525 | 10.3224 | 124.044 | 454.128 |
| -- Total*                       | 1,802.58 |          |         |         |         |         |

\* In dwelling units

convert this measurement into individual persons. In order to estimate how many individual persons could be accommodated by 1,800 dwelling units, a standard approach is to use the average household size (e.g. the number of individual persons in each household). According to the 2000 US Census, the average household in White Center contains 2.78 persons. Although 2.78 persons is an odd number, it is an average obtained by adding together all of the individuals persons in all of the households in White Center, and

#### Buildable Lands Data: Commercial Parcels

| Input   | Output*      |
|---|--------------|
| Step 6  |              |
| -- Net Square Feet Building/Square Feet Lot     | 0.33488942   |
| -- Total Square Feet (Vacant)                   | 1,386,848.37 |
| -- Max. Buildout (Vacant)                       | 464,440.85   |
| -- Max Buildout-Current Bldg Square Feet        | 73,192.96    |
| -- King County Market Factor (Vacant)           | 10%          |
| -- Final Buildout (Vacant)                      | 46,444.08    |
| Step 7  |              |
| -- Total Square Feet (Redevelopable)            | 861,965.00   |
| -- Current Building Square Feet (Redevelopable) | 215,470.00   |
| -- Max. Buildout (Redevelopable)                | 288,662.96   |
| -- Max Buildout-Current Bldg Square Feet        | 73,192.96    |
| -- King County Market Factor (Redevelopable)    | 20%          |
| -- Final Buildout (Redevelopable)               | 14,638.59    |
| Step 8  |              |
| -- Final (Vacant+Redevelopable)*                | 61,082.68    |

\* Except for the Market factor, all outputs represent sq.ft.

## Appendix 6.5: Maximum Buildout Analysis

*Summary:* The maximum buildout analysis represents the total amount of development that could occur in unincorporated White Center, assuming that the current zoning regulations persist. This differs from the buildable lands analysis (which is focused on the near term) by looking at what is *possible*, rather than what is *likely*.

**Future Land Use Maximum Buildout Scheme**

|                              | Acres        | Zoning | Max. Dwelling Units |
|------------------------------|--------------|--------|---------------------|
| <b>R6</b>                    | 1,315.97     | 6      | 7895.82             |
| <b>R8</b>                    | 62.94        | 8      | 503.504             |
| <b>R12</b>                   | 25.73        | 12     | 308.712             |
| <b>R18</b>                   | 388.48       | 18     | 6992.712            |
| <b>R24</b>                   | 61.3         | 24     | 1471.176            |
| <b>R48</b>                   | 98.04        | 48     | 4706.112            |
| <b>Total for Residential</b> | 1,952.46     |        | 21878.036           |
| <b>Total for Commercial*</b> | 7,650,252.00 | 0.5    | 3,825,126.00        |

\* in sq.ft.

## Appendix 6.6: Comparison of Buildable Lands and Maximum Buildout Analyses

*Summary:* This table compares data from Appendices 6.4 and 6.5. Essentially, it compares the amount of development that is likely to occur in the short term, under current zoning regulations, with the amount of development that could occur in the long term.

**Table 1: Comparison of Probable Build-out to Maximum Buildout**

| Zoned Land Use                   | Buildable Lands | Max Buildout |
|----------------------------------|-----------------|--------------|
| Residential (in Dwelling Units): |                 |              |
| R6                               | 1,023           | 7,896        |
| R8                               | 182             | 504          |
| R12                              | 9               | 309          |
| R18                              | 10              | 6,993        |
| R24                              | 124             | 1,471        |
| R48                              | 454             | 4,706        |
| Total                            | 1,803           | 21,878       |
| Commercial (in sq.ft.)           | 61,083          | 3,825,126    |



## Appendix 6.7: Permit Pipelines

*Summary:* The permit pipelines analysis was used to help identify vacant and redevelopable parcels. Essentially, if a parcel was listed as vacant, or was classified as redevelopable (see Appendix 6.3), but had attached to it a land use or construction permit (in the process of approval), the parcel was removed from the vacant or redevelopable list. For example, a residential parcel that is listed as vacant, but has a construction permit in the process of approval, is unlikely to remain vacant.

### 1. Combine King Co. Permits<sup>5</sup>

*Description:* Within the online King County permit search engine, filter criteria by which to search for parcel permit data (see below).

- Filter out permits that are inapplicable to buildable lands analysis. Focus on building, subdivisions, and short plat permits as follows: under permit type, search for
  - a. Change of Use
  - b. Multifamily Units
  - c. New Commercial Construction
  - d. New Single Family Dwelling Units
  - e. Preliminary Plat/PUD Applications
  - f. Preliminary Short Plat Applications
- Under 'Permit Type', searched permits only within the King County 'Highline' area (which comprises unincorporated White Center and Skyway). Check parcel address or location to ensure that permit falls within unincorporated White Center.
- Under 'Period', searched for parcel information from 1/1/2006-present (4/2007).
- Under 'General Status' search for permits that are listed as

- a. Applications Received/Opened
- b. All Pending Application Under Review
- c. Approved Applications or Decisions
- d. Issued Permits
- e. All Issued/Approved/Recorded Applications

Source: <http://www.metrokc.gov/ddes/permits/reports/permitreports.aspx>.

<sup>5</sup> Orr, Holly. "Online Search and Report on Permit Applications". Seattle Department of Development and Environmental Services. April 2007 <<http://www.metrokc.gov/ddes/permits/reports/permitreports.aspx>>

## Appendix 6.8: Determining Vacant and Redevelopable Parcels

*Summary:* Parcels were identified as either vacant or redevelopable for the buildable lands analysis (see Appendix 6.3).

1. Complete the following steps for parcels contained within CDA White Center boundary located in unincorporated King County. Eliminate the following parcels from the vacant/redevelopable analysis:
  - a. Parks
  - b. Schools
  - c. Easements or Right Of Ways
  - d. Parcels that have their center within the Sensitive Area Ordinance, Wetlands Areas, and Landslide Hazard<sup>6</sup> Areas
  - e. Parcels that have applied for or been issued permits within the last year (see Appendix 6.7)
2. Identify vacant parcels:
  - a. All parcels whose current land use is labeled as *vacant*
  - b. All parcels with an improvement value of \$10,000 or less
3. Use King County's analysis for identifying redevelopable parcels
  - a. Use the following criteria for determining redevelopable parcels
    - I. For single-family (zoning classes R-6 and R-8)<sup>7</sup>, the lot is twice the size of the minimum size under zoning.<sup>8</sup>

<sup>6</sup> This data was obtained from the King County GIS layers (available on WAGDA). Ayers, Jesse. "King County GIS Data". University of Washington. April 2007 <[https://wagda.lib.washington.edu/data/geography/wa\\_counties/king/index.html](https://wagda.lib.washington.edu/data/geography/wa_counties/king/index.html)>.

<sup>7</sup> As defined by King County in the 2002 Buildable Lands Analysis. Curran, Rose. "Sea-Shore Unincorporated Area". King County. April 2007 <[http://www.metrokc.gov/budget/buildland/UKCSeashor\\_final.pdf](http://www.metrokc.gov/budget/buildland/UKCSeashor_final.pdf)>

<sup>8</sup> For instance, in an R-6 zone, the minimum size for a parcel is 1/6 of an acre so redevelopable parcel must be larger than 1/3 of an acre.

II. For multi-family (zoning classes R-12, R-18, R-24, R-48), all parcels that are larger than 1 acre and can accommodate more units under current zoning<sup>9</sup>

- b. Commercial parcels encompass the following zoning classes – NB, CB, O, I All commercial parcels that have an improvement to land ratio less than 0.5 can be listed as redevelopable<sup>10</sup>

*Note:* The King County analysis is adequate for establishing how many dwelling units a single family zoned parcel can accommodate. However, for multi-family zoned parcels, the King County analysis does not account for parcels smaller than 1 acre, which may be able to accommodate additional units.

Thus, for multi-family housing, a more realistic approach for determining whether a parcel is redevelopable is to use a technique termed *improvement to land value ratio*.<sup>11</sup> The improvement to land value ratio uses the ratio of a building's value to the value of the land upon which it sits; if the ratio is below a certain threshold level, it is considered worth redeveloping. The threshold level varies amongst jurisdictions in the Puget Sound – the City of Seattle's uses a ratio of 0.5, while the City of Port Townsend uses a ratio of 2.0.

Although 0.5 was used as the threshold value for this analysis, 1.0 was also considered as an

<sup>9</sup> As an example, a 1.2 acre lot in an R-24 zone can accommodate 28 units under current zoning. If the number of units is less than 28, the parcel is considered redevelopable.

<sup>10</sup> If an existing improvement is assessed at \$20,000, and the assessed land value is \$60,000, the improvement to land ratio is 0.3.

<sup>11</sup> This technique is not used for determining future capacity, specifically in the single-family areas where one house may be replaced by a larger and more expensive house, but to evaluate the potential for redevelopment as viewed through the real estate market community.



alternative. (particularly for R-12 to R-48 zones)  
This is because White Center remains a relatively low cost housing alternative in the Puget Sound region, and hence may be more prone than other jurisdictions to redevelopment.

**Appendix 6.9: Market Analysis**

*Summary:* This section represents the step-by-step process King County used to determine its buildable lands. It may be useful to compare their process with the process used in this plan (see Addendums C and D).

1. Residential Market Analysis

*Description:* Net new units, which are units built after 2004, are calculated using King County assessor data.

- Net New Units:  
 $(f) = \text{Current DU} - \text{Previous DU's (date?)}$

*Description:* Add total active permits based on King County, Seattle, and ground truthing data.

- Residential Development Activity = Total active permits:
  - a. Using KC and Seattle permit data
  - b. Using Ground Truthing data

*Description:* Calculate the number of dwelling units for each parcel that are allowed under zoning restrictions, then calculate the total dwelling units allowed by zoning in study area.

- Land Capacity = Total DU per parcel (rounded down to nearest whole number) as restricted by zoning:  
Capacity for each zoning designation

*Description:* Calculate total vacant and redevelopable residential land for both single-family and multi-family dwelling units.

- Residential Land Supply (in acres) = total

acres for each residential single family and multifamily zone

*Description:* Find residential land capacity for new housing units for single-family and multi-family units by:

- Residential land capacity = single family (vacant + redevelopable) + multifamily (vacant + redevelopable)

*Description::* Conduct a residential capacity analysis by taking targeted capacity and finding the percent achieved and then use remaining target to determine whether or not a surplus or deficit exists for new residential units.

2. Commercial and Industrial Analysis

*Description:* The density research encompasses many hundreds of building permits and subdivision plats, and relies on automated permit-tracking systems, which are available in many jurisdictions. It measures dwelling units (DU) per acre. The intensity of non-residential development measures the FAR. In all cases, densities are calculated against the net site area—excluding critical areas, ROW dedications, and on-site public uses (primarily drainage facilities). The table below summarizes by type of development, 1) formulas for calculating densities, and 2) land within the gross site area that was not included in the net site area. For both analytical and reporting purposes, the projects are classified by zoning or land use plan designation.

### Summary of King County Buildable Lands Analysis

| Permit Type                            | Calculation of Density                                 | Land Excluded from Net Site Area*     |
|--|--|---------------------------------------|
| SF Subdivision Plats                   | # Lots / Net Plat Area                                 | ROWs, Public Purposes, Critical Areas |
| SF Building Permits                    | # Unites / Lot Area                                    | N/A                                   |
| MF Building Permits                    | # Units / Net Site Area                                | ROWs, Public Purposes, Critical Areas |
| Commercial/Industrial Building Permits | Floor Area / Net Site Area                             | ROWs, Public Purposes, Critical Areas |
| Mixed-Use Building Permits (DUs/Acre)  | # units / net residential portion of site              | ROWs, Public Purposes, Critical Areas |
| Mixed-Use Building Permits (FAR)       | Commercial Floor Area / Net Commercial Portion of Site | ROWs, Public Purposes, Critical Areas |

\* ROWS include all public and private roads; Public Purposes encompasses drainage tracts, parks and open space; Critical Areas include environmentally sensitive areas.

**Table 1: Comparison of Probable Build-out to Maximum Buildout**

| Zoned Land Use                   | Buildable Lands | Max Buildout |
|----------------------------------|-----------------|--------------|
| Residential (in Dwelling Units): |                 |              |
| R6                               | 1,023           | 7,896        |
| R8                               | 182             | 504          |
| R12                              | 9               | 309          |
| R18                              | 10              | 6,993        |
| R24                              | 124             | 1,471        |
| R48                              | 454             | 4,706        |
| Total                            | 1,803           | 21,878       |
| Commercial (in sq.ft.)           | 61,083          | 3,825,126    |





## Appendix 6.10: Glossary

**Activity center** – An area that is intended to reinforce the overlay districts in White Center, by focusing on the Downtown’s aesthetic qualities. It accomplishes this by establishing design guidelines for the area. These include pedestrian and bicycle networks, walkable business district, off-street parking, compact design with close grouping of compatible uses, public art and spaces, landscape screening, sign regulations, and retention of established character.

**Arterial road** – A main road that carries large volumes of traffic between areas in urban centers. They are designed to carry traffic between neighborhoods and have intersections with collector and local streets. They also link up to expressways and freeway with interchanges.

**Bike network** – A bicycle network encourages people to bike to work, school, etc. Elements may include bike lanes to better connect neighborhoods, schools, parks, places of work and leisure and other important destinations, as well as a way-finding sign system that includes signed bike routes on streets, and signs leading to specific destinations.<sup>1</sup>

**Buildable commercial land** – Land that can accommodate commercial business growth.

**Buildable Lands Analysis** – Estimates how much development is likely to occur. Based on current development trends, the estimates are valid for the existing zoning regulations and the amount of vacant or underused land in White Center.

**Code change** – A change to the zoning law within a jurisdiction.

<sup>1</sup> “Seattle Bicycle Master Plan.” Seattle Department of Transportation. Accessed 17 May 2007. <<http://www.seattle.gov/transportation/bikemaster.htm>>

**Commercial zone** – An area that a local jurisdiction zones for commercial use.

**Commercial capacity** – The maximum amount of building square footage that could be allowed under current zoning regulations.

**Community-Business—Special Overlay (CB-SO)** - One of two special zoning designations created as part of the Economic Redevelopment Special District Overlay by King County in 1994. The purpose is to provide incentives for the redevelopment of underutilized concentrations of commercially zoned properties within designated urban areas. This special overlay zone provides for reduced parking, setback and landscaping requirements, increased height allowances and waived roadway improvements as incentives for commercial development. For properties facing streets, requirements for pedestrian friendly development exist.

**Compact design** - Designing the layout of nearby buildings so they are closer together. Benefits for commercial businesses include shared parking and increased customer exposure.

**Downtown** – Refers to the historic commercial district of White Center. This area is located on both sides of the border that divides Seattle and unincorporated King County. On the unincorporated side, the Downtown is centered along the 16<sup>th</sup> Avenue Southwest, and extends from Southwest Roxbury Street down to 100<sup>th</sup> Avenue Southwest. For the Seattle side, Downtown runs north along 16<sup>th</sup> Avenue Southwest to Southwest Cambridge Street.

**Dwelling unit** – Any type of living arrangement that people live in. This includes single- and multi-family houses, among other housing types.

**Economic Redevelopment Special District Overlay** – In 1994, King County created this special district for the White Center commercial district along 16<sup>th</sup> Avenue Southwest. The purpose of this zoning overlay was to create “incentives for the redevelopment of large existing, underutilized concentrations of commercial/industrial lands within urban areas.”<sup>2</sup>

**Exaction** – The act of demanding or enforcing payment, sometimes through regulation.

**Floor-to-area ratio** – Defined as the gross floor area of a building permitted on a site divided by the net area of the site. When the floor area is higher than the site area, it encourages multiple stories in buildings.

**Greenbridge Hope VI** – The Greenbridge Hope VI project is a county and federally funded residential development in unincorporated White Center. Subsequent to this redevelopment, Greenbridge consisted of World War II-era duplexes<sup>3</sup> that had been converted into King County public housing. When the redevelopment is completed in 2012, the project will consist of townhomes, apartments, and commercial retail. It will also include community facilities (such as a library), and better pedestrian connections with the Downtown (via the 98<sup>th</sup> Street Corridor).<sup>4</sup>

**Growth Management Act (GMA)** - The Growth Management Act is a state statute for the State of Washington that requires counties and cities to plan for their population growth within defined parameters. These parameters include limiting development to urban areas, and protecting resource areas (i.e. agriculture and timber

2 King County (Washington). King County Code: 21A.38.090 Special District Overlay - Economic Redevelopment. [King County, WA.] The County [2007].

3 This development was formerly referred to as Park Lake Homes I.

4 “White Center Community Enhancement Initiative.” King County. September 2005. Accessed 17 May 2007 <<http://www.metrokc.gov/exec/whitecenter/>>

land) and environmentally sensitive areas. In accordance with the Growth Management Act, counties and cities must prepare a comprehensive plan that details how they will fulfill the GMA requirements.<sup>5</sup>

**Incorporated** - Areas of King County that are contained within city boundaries.

**Industrial zone** – Areas that are zoned to support industrial buildings and activities associated with the industry.

**Industrial-Special Overlay (I-SO)** - One of two special zoning designations created as part of the Economic Redevelopment Special District Overlay by King County in 1994. The purpose is to preserve existing industrial uses in White Center into the future. The I-SO provides for location of industrial activities involving manufacturing, assembly, fabrication, processing, storage, research and heavy trucking.

**King County 2004 Comprehensive Plan Update** – King County provides an update to their Comprehensive Plan every four years, with the last update in 2004, and the next in 2008. In 2005, King County re-assessed the portion of their comprehensive plan dealing with White Center, otherwise known as an amendment to the 2004 King County Comprehensive Plan. This reassessment was triggered by the redevelopment of Park Lake Homes I into the Greenbridge Hope VI development. As part of this reassessment, the county analyzed how effective their zoning code (particularly the overlay zones) was in promoting redevelopment in White Center’s commercial districts. Ultimately, the county determined that their zoning code had had little effect in promoting redevelopment in the commercial centers, and subsequently revised

5 “Growth Management Act.” Growth Management Hearings Board. 27 April 2007. Accessed 17 May 2007 <<http://www.gmhba.wa.gov/gma/>>



their code. With the revision, industrial parcels east of downtown were given the option of rezoning to commercial business. In addition, commercially zoned properties within an overlay were allowed to include a mixture of uses within a single development (i.e. retail, office and housing). This option was enacted as an incentive to encourage redevelopment by allowing greater flexibility in the zoning code. Moreover, the zoning code encourages new development to include pedestrian amenities.<sup>6</sup>

**Land use** – The activity for which land is used.

**Landscape screening** - Using landscaping elements (bushes, trees, hedges) to provide a buffer or wall.

**Mixed-use development** – The practice of allowing more than one type of use in a building or set of buildings. In planning zone terms, this can mean some combination of residential, commercial, industrial, office, institutional, or other land uses.

**Multi-family dwelling units** – Houses built to accommodate more than one household. In the Ground Truthing protocol, a multi-family dwelling unit was determined by whether or not a house façade contained more than one address.

**Node** – An specific area identified on a map to indicate where certain types of development should be focused.

**Overlay district** - A zoning district that designates special zoning for the land parcels contained within it.

**Pedestrian network** – The current routes along streets, sidewalks, and paths that pedestrians use

6 “2005 Update to King County Comprehensive Plan.” King County. 27 December 2005. Accessed 17 May 2007 <<http://www.metrokc.gov/mkcc/compplan/2005/index.htm>>

to travel from one place to another. The network may also include proposed pedestrian routes.

**Projected population growth** – The projected population growth is based on the Washington State Office of Growth Management’s population projections. It is updated every 10 years, in accordance with the Growth Management Act. Based on the population projections, counties and cities are required to use these population projections to determine how and where to accommodate the expected population growth, and to plan their infrastructure accordingly.

**Public open space** – An open area that is dedicated for public use. Examples of this include public plazas and public parks. The purpose of dedicating public open space is to enhance the aesthetic qualities of an area, and encourage street-oriented pedestrian activities.

**Re-zone** – To change the zoning designation of an area to another designation. Examples include re-zoning from R-6 to R-24 to allow for more dwelling units per acre, or from R-12 to CB (community business) to allow retail instead of homes.

**Setback** - A required distance for a building from the edge of a lot.

**Single-family** – In this document, single family is referring to structures where only one residence exists. Residences such as a apartments and townhouses do not qualify as single family because they have multiple residences in the same structure.

**Underused land** – When current structures on a parcel do not utilize a majority of the allowed buildable land or the building structure is far smaller than the allowed buildable size.

**Unincorporated** - Areas of King county located outside city boundaries.

**Unincorporated Activity Center** - A land use, not zoning, designation created specifically for White Center by King County in 1994. The UAC was established along White Center's commercial district of 16<sup>th</sup> Ave SW between SW Roxbury St on the north and SW 112th St on the south. The UAC was created as a reflection of the "community's strong desire to see development of vacant parcels and redevelopment of underutilized properties in the business areas."<sup>7</sup> The UAC was created as a result of the adoption in 1994 of both the White Center Community Action Plan and the Economic Redevelopment Special District Overlay.

**Vacant land** - Land that does not have a building or any improvements.

**Wayfinding** - All of the ways in which people orient themselves in physical space and navigate from place to place and is used in the context of architecture to refer to the user experience of orientation and choosing a path within the built environment, and it also refers to the set of architectural and/or design elements that aids orientation.

**Zoning** –The practice of designating permitted uses of land based on mapped zones, which separate one set of land uses from another. Theoretically, its primary purpose is to segregate uses that are thought to be incompatible; in practice, zoning is used as a permitting system to prevent new development from harming existing residents or businesses. Zoning is commonly controlled by local governments, such as counties or municipalities, though the nature of the zoning regime may be determined by state or national planning authorities.

<sup>7</sup> *Ibid.*

**Zoning code** – This is the set of laws and regulations that designates areas within a local jurisdiction as residential, commercial, industrial, mixed-use, etc.<sup>8</sup>

<sup>8</sup> "Knowledge Base: King County Zoning Codes." King County. 24 June 2002. Accessed 17 May 2007 <<http://www.metrokc.gov/gis/kb/Content/ZoningCodes.htm#Development>>





## Appendix 7: Entire Document

### Appendix 7.1: Meetings Attended by White Center Studio

| Date       | Person/Agency/Organization  | Topics Discussed/Purpose  |
|------------|---|---|
| 11/14/2006 | <b>November Community Meeting</b> with approximately 90 Community Members   | Community Vision Exercise   |
| 12/2006    | <b>Cambodian Small Group Interview</b> —8 attendees   | Pre-outreach meetings   |
| 12/2006    | <b>Latino Parents Small Group Interview</b> —6 attendees  | Pre-outreach meetings   |
| 02/14/07   | <b>Sue Rahr</b> , Sheriff, King County  | Meeting discussed aspects of public safety in White Center.       |
| 2/28/2007  | <b>February Community Meeting</b> Attendees with approximately 70 Community Members   | Community meeting   |
| 3/1/2007   | <b>Elisa Benson</b> , King County Executive Office, Office of Management & Budget, Senior Policy Analyst  | White Center Business District                                    |
| 3/1/2007   | <b>James Bush</b> , King County, Legislative Aide to Councilmember Dow Constantine of District 8, including North Highline                                  | White Center Business District                                    |
| 3/5/2007   | <b>Sigrid Wilson</b> , White Center Chamber of Commerce President, Manager  | White Center Business District                                    |
| 3/31/2007  | <b>Latino Family Group Meeting</b> , with Program Coordinator Rosario Nava of Latino Latino Family Center   | White Center Business District                                    |
| 4/5/2007   | <b>Vary Jackson</b> , King County Sheriff's Office  | Pedestrian safety in White Center                                 |
| 4/5/2007   | <b>Kathy Kaminski</b> , Weed & Seed   | Pedestrian Safety in White Center                                 |
| 4/9/2007   | <b>Bob Watrus</b> , Making Connections  | White Center Employment   |
| 4/9/2007   | <b>Bill Turner</b> , King County – Department of Development and Environmental Services   | Code Enforcement within White Center                              |
| 4/10/2007  | <b>Kevin Chang, Keith Brown, Chris O'Claire, Frank Overton</b> , King County Planners and Engineers   | Discussed current and future infrastructure plans in White Center |
| 4/10/2007  | <b>Phillipa Nye and Derek Birnie</b> , Delridge Neighborhood Development Association  | Introduction to the Strength of Place Initiative                  |
| 4/10/2007  | <b>Aileen Balahadia and Rob Watt</b> , White Center Community Development Association   | Introduction to the Strength of Place Initiative                  |
| 4/10/2007  | <b>Melinda Bloom</b> , Making Connections, Administrative Assistant   | White Center Business District                                    |
| 4/10/2007  | <b>Bob Hughes</b> , South Seattle CC – Dean of General Studies  | White Center Employment   |
| 4/11/2007  | <b>Technical Committee Meeting</b> with Aileen Balahadia, Sunny Choi & San (WCCDA); Jim Diers; Sarah Jepsen (King County)                                   | Discussion of scopes of work for neighborhood plan                |
| 4/11/2007  | <b>Making Connections Mercado Meeting</b> , with Virgil Domaoan & Rob Watt of WCCDA, Jim Diers of UW-South Seattle Community Partnerships, Ricardo Guarnero | White Center Business District                                    |
| 4/12/2007  | <b>White Center CDA Board Meeting</b>   | Sent out questions for board members to fill out.                 |





| Date      | Person/Agency/Organization  | Topics Discussed/Purpose   |
|-----------|---|--|
| 4/12/2007 | <b>Anna Brandt</b> , YWCA Career Center   | White Center Employment  |
| 4/17/2007 | <b>Mai Nguyen</b> , Making Connections, Program Consultant  | White Center Business District   |
| 4/17/2007 | <b>Jim Diers, Director of UW-South Seattle Community Partnerships</b>   | White Center Employment  |
| 4/18/2007 | <b>Mengstab Tzegai</b> , Refugee Center/Mercado/Trusted Advocates   | White Center Employment  |
| 4/18/2007 | <b>Duncan Burgess</b> , South Seattle CC, WorkSource  | White Center Employment  |
| 4/18/2007 | <b>Maria Ramirez</b> , King County Department of Community and Human Services - Housing and Community Development | Jumpstart Multi-family Home Rehabilitation Loan Program  |
| 4/19/2007 | <b>Strong Families</b> (a Making Connections working group)   | Meeting re: planning process. Large meeting about planning/ visioning for the St. James Cultural center. |
| 4/19/2007 | <b>Steve Grumm</b> at St. James Cultural Center   | Tour of the facility   |
| 4/19/2007 | <b>Aileen Balahadia</b> , WCCDA, Executive Director   | White Center Business District   |
| 4/20/2007 | <b>Catherine Verrenti &amp; Amy Kickliter</b> , Neighborhood House  | White Center Employment  |
| 4/23/2007 | <b>Sarah Jepson</b> , King County Executive's Office  | White Center Community Enhancement Initiative  |
| 4/23/2007 | <b>Katie Cote</b> , WCCDA, Intern   | White Center Employment  |
| 4/23/2007 | <b>Sarah Jepson</b> , King County Executive Office, Office of Management & Budget, Regional Governance Specialist | White Center Business District   |
| 4/24/2007 | <b>Jeri Plumridge</b> , Southeast Effective Development (SEED)  | SEEDArts and Greenbridge public art planning   |
| 4/24/2007 | <b>Seattle farmers' market staff</b>  | Civic Capacity in White Center   |
| 4/25/2007 | <b>Clean and Safe Meeting</b>   | Concerns about pedestrian safety   |
| 4/25/2007 | <b>Cristina Gonzalez</b> , King County Labor Economist  | Discussion of labor and employment trends in the County and its relationship to White Center             |
| 4/25/2007 | <b>Jeff Wagnitz &amp; Alice Madsen</b> – Highline CC  | White Center Employment  |
| 4/26/2007 | <b>Salvation Army Seniors Group</b>   | Impressions of Pedestrian Safety in White Center   |
| 4/26/2007 | <b>Public Safety Meeting</b>  | Input on Pedestrian Safety in White Center   |
| 4/26/2007 | <b>David Blum</b> , Low Income Housing Institute (LIHI)   | Affordable Housing Methods and Tools Appropriate for White Center  |
| 4/26/2007 | <b>Michael McGinn</b> , Seattle Great City Initiative   | Community Housing Initiatives and Education Programs   |

| Date      | Person/Agency/Organization   | Topics Discussed/Purpose  |
|-----------|--|---|
| 4/27/2007 | <b>Ray Moser</b> , King County Executive Office, Office of Business Relations & Economic Development, Economic Development Manager                 | White Center Business District  |
| 4/27/2007 | <b>Ariosto Moran</b> , South Seattle CC, WorkSource  | Meetings focused on employment and educational development of Latino immigrants, including the undocumented.                            |
| 5/1/2007  | <b>Ed Walker</b> , King County Department of Transportation  | SW 98 <sup>th</sup> Street Pedestrian Project and Transit Oriented Development  |
| 5/1/2007  | <b>Allen Johnson</b> , King County Department of Community and Human Services – Housing and Community Development                                  | Affordable Housing Options within White Center/King County  |
| 5/1/2007  | <b>Sarah Brandt</b> at Enviroissues  | Community empowerment strategies and street festivals   |
| 5/1/2007  | <b>WCCDA Business District / Economic Development &amp; Employment group Check-in</b> , with Aileen Balahadia, Rob Watt, & Virgil Domaoan of WCCDA | Meeting reviewed progress of the White Center Business District and Employment groups; provided preview of findings and recommendations |
| 5/1/2007  | <b>Pinky Dale</b> , Dean of Apprenticeship & Specialized Training (SSCC)   | Meeting focused on the Apprentice Center as a whole, and their efforts of employment development.                                       |
| 5/1/2007  | <b>Keith Marler</b> , Workforce Development Director, South Seattle Community College  | Meeting focused on workforce development efforts, and efforts by SSCC.  |
| 5/2/2007  | <b>Marissa Chavez</b> , Director, YouthMedia Institute   | Youth arts programming in White Center  |
| 5/2/2007  | Meeting with <b>Youth Council</b> at White Center Park   | Discussion of youth issues regarding pedestrian safety  |
| 5/2/2007  | <b>Clark Fulmer</b> , King County Department of Community and Human Services - Housing and Community Development                                   | Single Family Home Rehabilitation Loan Program  |
| 5/3/2007  | <b>Dan Watson</b> , King County Housing Authority  | Community Land Trusts, Greenbridge Housing Development  |
| 5/3/2007  | <b>Mark Mahon</b> , SSCC Cement Mason Apprenticeship Program   | Meeting focused on specific problems and opportunities of apprenticeship training - at the classroom level.                             |
| 5/4/2007  | <b>Evergreen High School students</b>  | Students questioned about perception of White Center, careers, cultural activities  |
| 5/4/2007  | Interview with <b>Melissa Brainerd</b> , Evergreen High School teacher   | Discussed general conditions of secondary school learning and educational/cultural impacts within White Center                          |



| Date          | Person/Agency/Organization  | Topics Discussed/Purpose  |
|---------------|---|---|
| 5/4/2007      | <b>Michael Sita</b> , Highline School District (Director, Special Programs)   | Meeting discussed issues facing both the Highline District as well as Evergreen High School.                    |
| 5/6/2007      | <b>Steve Grumm</b> , ELCA   | Development of the St. James Cultural Center  |
| 5/7/2007      | <b>Trusted Advocates Meeting</b>  | Made case for neighborhood plan, got feedback on vision statement and civic capacity and employment group ideas |
| 5/7/2007      | <b>Leticia Martinez</b>   | White Center Music Nights   |
| 5/8/2007      | Meeting with <b>Aileen Balahadia</b> (WCCDA)  | Got feedback on Civic Capacity group ideas  |
| 5/8/2007      | Meeting with <b>Key Pedestrian Safety Stakeholders</b> including Aileen Balahadia, Mark Ufkes, Ron Johnson, Sylvia Henry, Barb Biondo | Discussion of specific ideas for pedestrian safety for the plan.  |
| 5/8/2007      | <b>Conversation Café</b> meeting with 5 White Center residents  | Discuss neighborhood plan   |
| 5/9/2007      | <b>White Center Arts Alliance</b> with Ricardo Guarnero, Melinda Bloom and Leticia Rojas  | Arts programming and international market   |
| 5/10/2007     | <b>CDA board member</b>   | Received one set of questions back  |
| 5/10/2007     | <b>Julie Watts</b> , former Advocacy Director at Statewide Poverty Action Network (SPAN)  | SPAN voter registration, education and turnout initiative   |
| 5/10/2007     | <b>White Center CDA Board Members</b>   | Housing Gap Analysis and Alternatives Proposed by White Center Community Plan                                   |
| 5/16/2007     | <b>Evergreen High School students</b>   | Received questionnaires covering numerous areas including employment development, business and social issues.   |
| 5/16/2007     | <b>Technical Committee Meeting</b>  | Feedback on the Plan  |
| 5/16/2007     | <b>William Kreager</b> , Mithun Principal, Mithun   | Examples of Housing Density in Seattle and the "Honey, I Shrunk the Lot" seminar.                               |
| 5/19/2007     | Neighborhood Clean in White Center  | Community event   |
| 9/2006-3/2007 | <b>Chief Sealth High School Student Neighborhood Planning</b> —4 students   | Meetings discussed secondary school education and issues relating to public safety.                             |

