

UW's Master Plan: Can a Growing UW Benefit all Communities?



prepared for the U District Alliance for Equity and Livability
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Executive Summary

The University of Washington's proposed 2018 Campus Master Plan (CMP) includes major growth of its Seattle campus and the creation of a high tech "innovation district," on campus and in the adjoining University District. When combined with the planned light rail station, transit oriented development (TOD) and "up-zoning," it will bring economic growth to the university and the city, and will benefit some UW stakeholders. But done wrong, it could contribute to Seattle's ongoing affordable housing, transportation and child care crises.

This report by the Campaign for a Responsible UW provides an analysis of UW's past and future development plans, its history of problematic stakeholder and municipal relations, and offers community-based solutions for the forthcoming Campus Master Plan and future development.

UW's Development Plans: A History of Promises Not Kept

Over the past 20 years, the UW has failed to deliver on green spaces and parks promised in previous plans and in exchange for street vacations. Similarly, it has not always honored agreements with neighborhood groups. It has promised affordable off-campus housing and traffic solutions that have never come to fruition. A city committee has criticized UW's new CMP on housing, childcare and transportation issues and urged the UW to amend the CMP in each area.

A Problematic History on City Relations, Development and Employment

The UW tried to exempt itself from paying City parking taxes, and then failed to pay millions in parking taxes due, according to a City Auditor report. Similarly, the UW found legal loopholes to avoid paying affordable housing fees to the City on a multi-million dollar development on its downtown property. The UW tried to avoid following Seattle's \$15/hour ordinance until campus protests forced a change. The UW has strongly resisted recent faculty requests to unionize, and continues to contract with nonunion "low-road" building contractors on campus projects.

The UW's business deals with a former Board of Regents member and the revolving door of hiring between UW, developers, and government raise ethical issues about UW's growth plans.

UW Expansion Plan Winners

The UW will benefit from light rail station air rights and the rising value of its almost seven acres of private land. The UW influences U District development through its connections to other large landowners, and as the biggest voting bloc in the U District Partnership. Developers, wealthy students and staff, and tech workers will also benefit from the growth plans.

Expansion Plan Potential Losers




The CMP fails to account for combined impacts of the upzone and UW expansion on housing, transportation, child care, or the environment in the neighborhood and beyond, and there are no meaningful mitigation plans in any of these areas. The U District is already at a "very high" risk of economic displacement for low-income residents. The CMP does not acknowledge that off-campus housing costs will increase and lead to displacement. As staff and students move further from campus along light rail routes to more affordable areas, it will contribute to displacement of communities of color in those areas. The deficit in open space, increased traffic, noise and pollution will reduce the quality of life for neighborhoods surrounding the UW.

What Does a Responsible UW Look Like?

In response to the UW's plans, a coalition of community, labor, faith and service organizations known as the U District Alliance has developed nine Principles for a Responsible UW: They are:

- 1 The CMP should use widely-accepted measures of sustainability including environmental, social, and economic factors, such as equal opportunity, poverty, and societal well-being.
- 2 The CMP should include affordable housing, childcare and transit options for employees so that people who work at the UW can live in the city.
- 3 The UW should respond to the homelessness crisis in the U District, including homeless UW students. The CMP should include facilities and services for homeless people.
- 4 The UW should address workplace issues faced by its staff and employees working for UW contractors, on campus and other properties, including the right to unionize.
- 5 The UW should take stronger measures to address racial and social inequities in its practices and governance, including an inclusive and safe campus.
- 6 The UW should create good jobs for under-represented workers with priority hiring and training, and contract with firms offering prevailing wage and apprenticeship programs.
- 7 The UW's Environmental Impact Statement should analyze expansion impacts across the city, in housing, childcare and transportation, not only in the immediate campus area.
- 8 The UW needs to address current and future problems faced by small businesses near the campus as the UW expands its population and buildings around the U District.
- 9 The CMP needs to adequately address the U District's deficit of open space, as required by Seattle's Comprehensive Plan.

To achieve these principles, the U District Alliance is proposing three potential solutions:

-  The City of Seattle should use its regulatory power to demand a revised CMP with clear measures and mitigation investments.
-  The UW should negotiate a separate, enforceable "Community Benefits Agreement" with stakeholders.
-  Community groups should consider legal action against UW to win changes in the UW's growth plans.

Introduction

The University of Washington's proposed 2018 Campus Master Plan (CMP) includes a major increase in the size of its flagship Seattle campus and the creation of a high tech "innovation district," covering part of the campus and the adjoining University District. Sound Transit's Brooklyn Avenue and 43rd Street light rail station will bring much needed Transit Oriented Development (TOD) and a major tower for UW. The recently approved "upzone" of the neighborhood will further reshape the economic and demographic characteristics of the area. These changes will transform the lives of thousands of UW students, employees and neighbors, and have downstream effects for people throughout the city. They will bring economic growth to the university, the city's economy and some parts of the UW community. But done wrong, they will also contribute to Seattle's ongoing affordable housing, transportation and child care crises. The CMP presents a unique opportunity for UW's stakeholders and the city to advocate for a community-friendly, inclusive development plan that balances growth with community benefits for neighbors, students, employees and other stakeholders.

This report by the Campaign for a Responsible UW provides an analysis of UW's historical and upcoming development plans and its history of problematic stakeholder and municipal relations, then offers community-based solutions for future development.

UW and the University District

The University of Washington currently takes up 643 acres on its Seattle campus, also runs Satellite campuses in Bothell and Tacoma, owns significant private land off campus and has expanded its "West Campus" border into the University District over the last twenty years. UW is home to almost 45,000 undergraduate and graduate students. Students are diverse, with only 41% of undergraduates reporting as white. In the 2014-15 academic year, UW Seattle housing had 7,361 beds and a 111% occupancy rate, but 78% of students lived off campus. UW is home to 4,351 full and part-time instructional faculty and houses thousands more clinical and affiliate faculty. UW also employs approximately another 18,000 staff. 10,000 are generally lower waged, unionized "classified" staff and 8,000 are higher waged "professional" staff. Faculty and staff live further from the main campus, with higher income faculty and staff in North Seattle, and lower income staff of color concentrated in South Seattle neighborhoods.

In the 2010 census, the University District was home to 13,654 people outside of the UW campus. It is highly diverse, and comprised of not only a large student population (most of whom live within five miles of campus), but also a large working population employed at UW, on University Way ("The Ave") and elsewhere. 42% off residents are people of color, 90% are renters and a significant portion are lower income and housing cost burdened.

UW's Previous Plans -- Broken Promises?

Universities and hospitals in the City of Seattle periodically negotiate long-term "Major Institution Master Plans (MIMPs) with the city over development. This allows the city to ensure that the institutions integrate with their neighborhoods and allows the institutions to more efficiently plan their expansions. A key component of this is the Environmental Impact Statement (EIS) process, where institutions list the impacts, mitigations and adverse unavoidable impacts associated with a plan and the community gets to respond. UW has a City-University Agreement going back to 1983, which led to a General Physical Development Plan (GPDP) in 1992 and a Campus Master Plan (CMP) from 2003-15. These are reviewed by the City University Community Advisory Committee (CUCAC). UW released a draft EIS for its forthcoming CMP 2018-28 in Fall 2016. This received extensive feedback, and UW will now release a final Environmental Impact Statement and CMP in Summer 2017.

Unfortunately, UW has failed to fulfill parts of its previous EIS mitigation promises to the University District or meet city requirements, raising questions about its commitment to follow through on upcoming agreements. The 1992 GPDP promised to provide the neighborhood with waterfront parks and other public amenities in exchange for a vacation of Pacific Street for new UW buildings. UW got the buildings, but failed to follow through with its parks commitment, turning the proposed park space into vacant lots and parking for the plan's duration. The current CMP features similar proposals.

The UW has also responded to city and community concerns with non-binding "recommendations" or agreements with neighborhood groups, but then failed to follow through. From 1999-2003, UW and the University District collaborated on finding common elements between the UW 2003 Campus Master Plan and the "University Community Urban Center Plan." They partnered to convene a task force addressing housing issues in the University District, in particular the low number of resident home owners in the neighborhood and affordability for faculty and staff. The task force recommended solutions including mortgage guarantees and UW developing property for faculty and staff housing. The recommendations were included in the 2003 CMPⁱ, but never implemented. The City of Seattle and the CUCAC said UW must "modify faculty/staff housing benefits to favor nearby housing" as a condition for plan approval, but the Hearing Examiner reframed it as a suggestion in the final recommendation.ⁱⁱ

In 2006, former UW President Mark Emmert convened the "North of 45th Street Working Group" to address issues generated by UW's problematic relationship with the neighborhood, including crime, noise, substandard housing and others. UW students, the administration, neighborhood groups, the UW police and the city settled on ten recommendations for improving conditions. Three of the recommendations related to housing, including one encouraging UW to weigh in on neighborhood housing regulations and another encouraging UW to purchase and refurbish substandard homes in the area for faculty, staff and students.ⁱⁱⁱ President Emmert committed to following the recommendations and they appeared in the CMP annual report from 2007 through 2017.^{iv} But none of the recommendations were implemented, and the 2018 CMP has only one line listing a sustainability objective of "supporting an increase in near-campus or on-campus housing opportunities for students, faculty and staff."^v

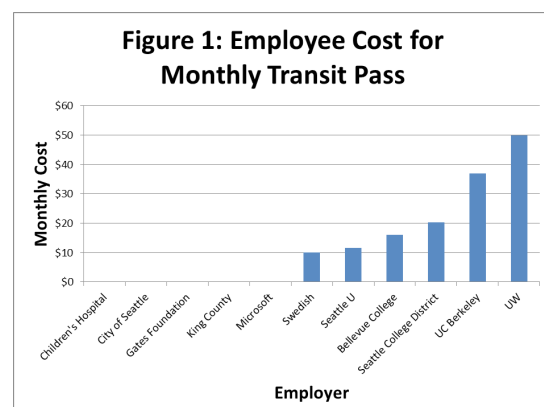
There are similar problems in UW's Transportation Management Plan (TMP), which was created in the early 1990s to mitigate major air quality and traffic issues in the University District and set strict caps on peak hour single occupancy vehicle to and from the neighborhood. The 2003 CUCAC stated that UW shall "provide a method of transit ridership subsidies for visitors to the campus and patients at the UW Medical Center."^{vi} The final approved 2003 plan lists these subsidies as a *possible* strategy^{vii}, but it was never implemented. Visitors to campus and patients are not included in calculating driving traffic, and UW doesn't provide calculations on how it adjusts numbers downward.^{viii} This is problematic given how close UW is to exceeding its cap. A separate Husky Stadium TMP was in part based on football game attendees getting free bus fares to Husky Stadium on game day.^{ix} This continued from 2001 until 2013, when King County Metro introduced charges^x, but the TMP was never revised to measure or mitigate ridership loss.

For the forthcoming CMP, the CUCAC stresses that the university, the city and other agencies all have responsibilities regarding transportation and housing, and that they must build in mechanisms ensuring they are fulfilled.^{xi} The CUCAC's December 2016 response to the UW CMP states that without this, "the University District risks becoming a high-tech office park that operates only during the day catering only to high income earners."^{xii} It recommends that UW develop sites outside of the University District and provide affordable housing, childcare and transportation options, none of which are included in the draft CMP. The CUCAC was particularly critical of the UW Transportation Management Plan, specifically around the metrics used to measure traffic flows and parking being outdated and ineffective. However, it remains unclear what the city can or will do if UW doesn't incorporate these mitigations.

UW's Problematic History of Working Conditions, Ethical Development and Working with the City

Sustainable Transportation Programs?

The "U-Pass" program was created as part of UW's Transportation Management plan as a highly subsidized, low cost way for faculty, staff and students to pay for public transportation to school, and to incentivize people not to drive. However, it has become one of the more expensive employer-sponsored transportation programs in the city. Costs for students went from \$49 per quarter in 2007-08 to \$99 per quarter in 2008-09, a 102% increase. This led to student organizing to make the pass mandatory and cheaper, and costs leveled out at \$76 for the next several years. The faculty and staff pass has always been voluntary, and currently costs \$150 per quarter. It has increased 114% since 2008, while the cost of parking has only increased 79%.^{xiii} The university only covers 19% of the pass cost, with parking fees covering 23% and pass holders covering 57%.^{xiv} Many other large employers offer cheaper free bus passes, and employers such as King County, Microsoft and Seattle Children's Hospital offer free programs.



In 2011, UW led a failed lobbying effort to exempt itself from paying the City of Seattle's commercial parking tax. Later, a city audit found that UW had raised parking rates by implementing a 63% Transportation Demand Management fee on all parking transactions, but wasn't paying taxes on the revenue.^{xv} UW resisted the tax for three years, but finally settled for \$4 million in 2016, and agreed to pay \$3-4 million a year moving forward. UW then tried to shift the cost to workers by raising the price of the U-Pass as much as 43% in a year, which it estimated leading to 40% less in pass sales. This would have caused more people to drive to campus and fueled the 10% decrease in faculty pass ownership and 2% decrease in staff pass ownership over the last decade.^{xvi} Students, staff and faculty protests resulted in the university backing down from the increase, but UW's transportation system financing is still in crisis.

Ethical Labor Practices?

In June of 2014, Seattle voters approved a landmark living wage of \$15 an hour, to be gradually implemented between 2015-2021, targeting the largest employers with the steepest hikes first. At the time of implementation, UW was the largest employer in the city, and employed around 3,200 low wage classified staff who would have received a raise overnight. Adding student workers increases that number by thousands.^{xvii} UW at first tried to resist the program, saying they fell in a legal "gray area" as a state employer.^{xviii} Campus unions, student groups and others organized to force UW to adopt the policy, showing that it would disproportionately hurt immigrants and workers of color. This resulted in the UW finally adopting the city wage law.

The majority of UW's campus classified staff are unionized with Service Employees International Union (SEIU) and the Washington Federation of State Employees (WFSE), and graduate students are unionized with the United Auto Workers (UAW). According to union leaders, the UW has been a problematic employer with a history of resisting pay increases and pitting workers against each other in negotiations. The UW's construction program has similarly come under fire from union leaders for contracting with nonunion "low-road" contractors who offer fewer benefits and lower safety training standards. UW also spent over \$600,000 between 2015 and 2016 on anti-union lawyers and public relations firms to block a faculty unionizing effort, despite UW President Ana Marie Cauce routinely expressing her overall support for organized labor and claiming that UW was "union neutral."^{xiv}

Ethical Business Practices?

The connections between the UW's development practices and former governance officials raise questions about business ethics. The UW contracts extensively with development firm Wright Runstad, where former UW Regent Jon Runstad is a managing partner. Wright Runstad got the contract for the 2013 Husky Stadium renovation^{xxi}, the largest ever UW capital project. Jon's wife, Linda Runstad, was Lead Counsel for Foster Pepper, which represented Wright

In 2015,
over 1,200 UW employees
and their dependents
received Medicaid and other
forms of subsidized
healthcare assistance in one
month alone — the annual
cost to taxpayers was
approximately
\$4.9 million.^{xx}

Runstad and was the Underwriter's Counsel for a \$143 million J.P. Morgan, Barclay's Bank and Wells Fargo 2013 bond issue for the stadium.^{xxii} Linda was on the national board of Wells Fargo at the time.^{xxiii} The Runstads have advocated for privatizing parts of the university and donated over \$100,000 to defeat the 2010 initiative to create a state income tax funding education.^{xxiv} UW and Wright Runstad have also resisted paying affordable housing fees.

UW and Wright Runstad are redeveloping UW's downtown "Metropolitan Tract" property, which will include a 58-story commercial tower and a hotel. The development has come under heavy scrutiny for UW's use of arcane property rights to avoid paying \$15 million in affordable housing payments.^{xxv}

All of these problems are linked to UW's status as a state agency (even though state funding now only accounts for less than five percent of UW revenue), and as a property owner with original property rights that the UW claims supersede city laws. These conditions make it challenging for the city to enforce certain regulations. There is also the revolving door relationship between UW, the city, the state and developers. Former City Councilwoman Sally Clark left the city for a position at UW community relations job. Former state senator and UW lobbyist Ed Murray left his UW and state work to be mayor of Seattle. Former Deputy Mayor Tim Ceis left the city to work as an advisor to Wright Runstad.

The current Campus Master Plan and UW's future "Innovation District"

UW's current development strategy dates to the early-mid 2000s, when the UW began making major investments in the area. UW spent \$130 million to purchase several acres of University District property from Safeco in 2006 and quietly purchased a number of other small properties between 2006-2014, eventually expanding total U District non-campus property to 6.9 acres. UW hired then State Senator Ed Murray in 2009 to do "outreach to neighborhoods about the university's expansion plans."^{xxvi} UW significantly stepped up its involvement in the University District Business Improvement Area (BIA), which it later came to dominate via the University District Partnership. The quasi-independent UW bookstore expanded in this same period, acquiring over 1.32 acres on University Way.

The idea of a UW "innovation district" was a response to Sound Transit's plans to bring light rail through the area and the city's plans to upzone the U District for Transit Oriented Development (TOD). The recently passed upzone changes height limits from 65-feet and 85-feet to between 85 and 320 feet, depending on location. A core area around the light rail station will be primarily commercial and up to 300-320 feet, with some multi-family high rises. A number of low-rise multi-family units will become mid-rises, and a number of single family homes will become low-rise multi-family. UW and developers intend to reshape the U District, creating commercial space to house startups spinning off from UW research, as well as large tech firms and multi-family housing. UW is using the CMP to dramatically expand the West Campus area, which will house departments working with startups, along with UW's recently renamed "Startup Hall" (formerly Condon Hall).

UW’s 2018 CMP identifies 12.9 million square feet of net new campus building space, although UW predicts it will only develop half. Much of the new development will be in UW’s West Campus, just south of the upzone area. UW is proposing building heights in the West Campus area going from a current 37-105 feet maximum height to a 37-220 feet maximum height.^{xviii} All told, the campus footprint will grow by 30%, with a 15% growth in faculty and staff. By 2028 the total campus population could increase by 13,324 people (to 80,479 people in total), including 8,675 new students, 1,410 new staff, and 3,239 new faculty.^{xxix} This is on top of the 8,000 new jobs and 3,500 new off-campus U District residents resulting from the upzone. The CMP will streamline many development projects, particularly in cumbersome areas such as street vacations and environmental review. UW will be able to effectively integrate the West Campus area with the neighborhood innovation district.

The CMP references “innovation district” 21 times, and UW’s initial document analyzing options for developing the light rail space mentions it 18 times.^{xxvii}

Innovation District Winners

UW, developers and other landholders will gain from the upzone and CMP, along with tech companies and higher income tech workers. UW paid only \$4.6 million to Sound Transit to obtain the rights to develop the space above the 43rd and Brooklyn light rail station and plans on putting a \$34 million commercial/office tower there^{xxxi} UW envisions the building housing parts of academic departments working on the innovation district project, along with firms like Facebook. UW wants the building to be its “front door”, with UW as the anchor tenant and the UW bookstore on the first floor. Moreover, most of UW’s 6.9 acres of private property in the area is within the new maximum

height limit, which will benefit the UW if it sells property.^{xxxii} UW proposed expanding floor sizes in this area by 4,000 square feet, to maximize rental income, but this effort failed in the Seattle City Council.^{xxxiii}

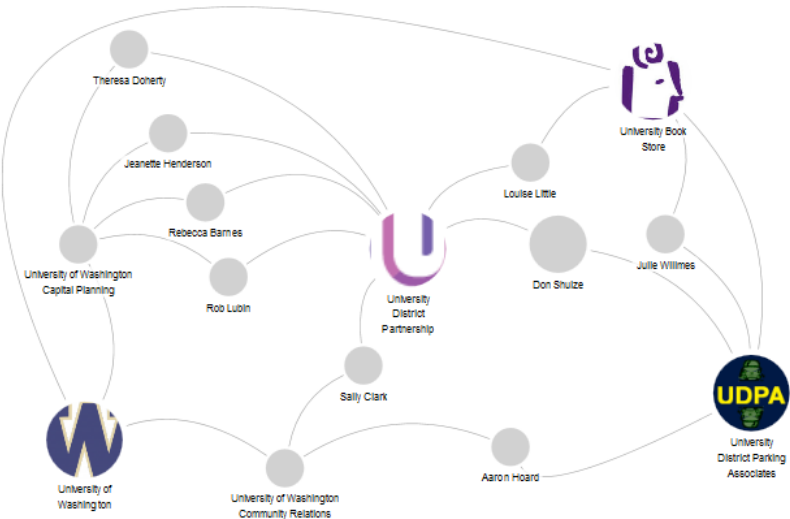


Figure 2: A partial map of relationships between the University of Washington, the University Book Store, the University District Parking Associates and the U District Partnership. UW has board members in all organizations and six of 18 voting members in the U District Partnership.

UW also has close relationships with most of the other big landholders in the U District The University District Parking Associates (UDPA) is the second largest owner of developable land. The UW is represented on the UDPA board, and the University Bookstore is a primary UDPA stockholder. The UW also has

the biggest voting bloc in the University District Partnership, which brings together the UW and some local business interests to manage civic affairs in the U District. Former City Councilwoman Sally Clark is co-chair of the partnership.

Some stakeholders will benefit significantly from the innovation district. Transit Oriented Development will make living in the University District much more attractive to those who can afford to live there. The innovation district concept, spinning off technology and corporate partnerships will help UW attract more competitive students, faculty and staff. Developers interviewed for a 2015 Heartland LLC study commissioned by UW and the City of Seattle suggested the neighborhood will have more of a dependency on “Amazoners” and “students who can afford upscale housing (presumably paid for by parents or through student loans)”.^{xxiv}

Innovation District Losers

The coming innovation district means tech workers and higher income earners will replace current lower income U District residents as rents increase. This will likely reverse the trend of students living closer to campus. Job growth will also dramatically outpace housing growth in the neighborhood, causing displacement, transportation, child care and quality of life issues for lower income UW students and staff of color. The UW and the city have failed to analyze these issues in the upzone and the CMP Environmental Impact Statements, and have not looked at the combined social, economic and environmental impacts of the upzone and the CMP. The City University Community Advisory Committee (CUCAC) December 2016 response to the draft CMP makes it clear that UW must address these problems.

The UW Campus Master Plan (CMP) and CMP Environmental Impact Statement (EIS) claim “Sustainable Development” as a “Guiding Principle.”^{xxxv} However, UW ignores most sustainability frameworks, including the US EPA and the Washington Department of Ecology, which use a three-pillar approach of environmental, social and economic factors, including equal opportunity, poverty alleviation and societal well-being. In the CMP, UW presents a glossy version of sustainability that covers some environmental factors, but generally disregards societal ones. This is noticeable in the CMP EIS sections issues on housing and transportation, where UW is silent on sustainability and the EIS has contradictory statements.

On-Campus and Off-Campus Renters and Neighbors






The city and UW have minimized the potential rent and housing availability impacts of the upzone and the CMP. The upzone EIS predicts rent increasing by as much as 20% but claims “no significant impacts to housing affordability were identified across the zoning alternatives.”^{xxxvi} The EIS also directly states that the redevelopment of older housing usually takes place among the lowest rent properties and that they “will be replaced by newer, higher cost housing units translating into an immediate loss of low-cost housing.”^{xxxvii} A UW-commissioned study suggests that several large multi-family apartments in the northern University District housing 90% student renters meet these criteria. xxxviii Other non-city estimates place the long-term number of low income units lost at over

1,000.^{xxxix}

UW's CMP EIS includes similar contradictions. UW is proposing to enroll 8,765 new students but only expand on campus housing by 1,000 beds, decreasing the percent of students living on campus from 25% to 23%. The EIS notes "the private housing market... would continue to be a source of housing and would likely experience increased demand from students, staff and faculty." The CMP projects that 45% of new students would live in the Primary and Secondary Impact Zones of one mile around the university.^{xi} Later, the CMP EIS claims there will be zero mitigation necessary, saying "additional growth in students, faculty and staff would not be anticipated to result in significant housing impacts to the private housing market in the surrounding areas and region, and no additional mitigation would be necessary."^{xli} There is no analysis of the impact that 3,500 new off campus jobs and 8,000 residents coming to the "innovation district" will have on rental costs on campus, in the neighborhood or in the city.

Overall, the coming CMP is much less concerned about housing affordability than the 2003 plan, which is troubling given neighborhood demographics. The percent people of color in the neighborhood grew from 24% in the 1990 Census to 42% in the 2010 Census, making it one of the greatest relative growths in the city.^{xlii} 52% of adults (+/- 5%) in census tract 53.01 (the core of the University District) are in the labor force. 47% of adults (+/- 5.6%) in census tract 43.02 (east of the UW) are in the labor force. Residents are more likely to work in service and government than the city average and have much shorter commutes to work, meaning they work predominantly at UW and in the area. According to the city's "Seattle 2035 Growth and Equity" analysis, U District residents are at a "very high" risk of displacement.

The 2035 document notes the following:

-  The percent of people of color in the University District has grown by greater than 15% (and, at 75% growth, is one of the highest in the city)
-  The University District has greater than 30% linguistic isolation (meaning people not surrounded by people who speak their own language).
-  The University District has greater than 70% renters (and, at 90% renters, is one of the highest in the city)
-  It is the only area in North Seattle with greater than 25% of its population listed as Severely Housing Cost Burdened.
-  Over 40% of residents have an income below 200% of the Federal Poverty Level.

The city and UW are aware of these problems. As part of the upzone, the city's Housing Affordability and Livability Agenda (HALA) resulted in higher mandatory affordable housing requirements (MHA) and developer fees. The city estimates that these programs will generate between 439 and 745 units of affordable housing over the next 20 years, or between 9 and 14% of

the projected 5,000 total new units in the U District. The city argued that without the HALA and the upzone, growth would continue and rents would climb, but fewer units of affordable housing would be created. Regardless, the number of affordable units will be insufficient for low and moderate income workers and students in the U District.

UW and Seattle Children's Hospital recently partnered on "Bridges at 11th," a new, 184-unit apartment building. There are 37 reduced rent units available to UW or Children's Hospital employees making between \$40k-\$82k, based on household size. But only half of the low income units are for UW staff and 80% of the total units will be at market rate or above. The UW is proposing a similar property on the West Campus. The city also required Children's Hospital to build the Bridges project as mitigation for demolishing affordable housing during its 2010 expansion. The CUCAC comments on the 2018 CMP states "When the University is acquiring property off-campus, it should be required to provide substantial financial contributions to be used to develop public benefits to the neighborhood communities, in lieu of property taxes, for the benefit of the community." The CUCAC then issues a directive for UW to

"exert its influence so that independent academic programs and developers work cooperatively and in a coordinated way to mitigate commercial and residential displacement and ensure that the University District evolves as a vibrant, mixed-use community that serves the university and its neighbors."^{xliii}

As a condition to the City approval of the UW CMP, the City could require the UW to pay affordable housing fees on new development.

Transportation Users, Commuters and Displaced Workers

UW Vice President for Strategic Innovation Vikram Janhyalahas acknowledged to neighborhood groups and the business press that rents will increase throughout the neighborhood and could lead to significant gentrification and displacement. Janhyala said the light rail station is a solution, saying "suddenly you won't have to live here to work here."^{xliv} But this comment fails to recognize that traffic in the area could increase dramatically, a massive number of students could be displaced, not everyone displaced will be able to live along the light rail line, that rent in light rail-served areas are increasing dramatically, not everyone can use transit, and that faculty and staff already have burdensome transportation problems. As with housing, UW has not provided analysis of this displacement or mitigations needed.

The Upzone EIS noted a number of significant transportation problems. Most notably, the EIS concluded that the upzone will cause significant traffic, congestion and parking increases without considering displacement or being combined with the UW CMP. This includes transit travel time increasing, parking demand exceeding supply, and traffic on several main arterials and the University Bridge deteriorating to the lowest quality rating of "LOS F."^{xlv} The upzone EIS suggested potential voluntary solutions such as employer-sponsored transit packages and parking

management strategies. The City Council later required that some of the larger new buildings must provide transit subsidies to employees or residents.^{xlvi}

The CMP EIS concludes that the increase in near-campus housing will result in less commuting. The EIS claims “with planned construction of multi-family housing nearby, drive alone trips may continue to decline as students, faculty and staff have choices for living near campus.”^{xlvi} Unfortunately, the EIS doesn’t take into account higher rents causing displacement. Some traffic claims in the EIS are contradicted by data in an EIS appendix projecting traffic growth in the area (such as on 11th Avenue Northbound, where traffic in the appendix is five miles an hour slower). The EIS also lists no serious mitigation issues for traffic, other than referring to UW’s existing Traffic Management Program (TMP). The EIS says that traffic will increase, coming close to exceeding the TMP’s cap on the number of trips to and from the neighborhood in peak hours. The EIS also says traffic will actually exceed the am peak threshold, making UW out of compliance with its own binding program.^{xlvi}

Transportation is the only area where the CMP EIS analyzes combined effects with the upzone in a separate appendix, and it is highly problematic. The combined analysis estimates slower traffic on some main arterials, including 36% of the predicted speed on 11th Avenue Northbound and 76% on Roosevelt Southbound, and volume to capacity (V/C) vehicle ratios worsening on all area bridges. There is no accounting for the combined effect on the TMP trip limit. If the CMP EIS acknowledges that traffic will exceed the am threshold, it’s hard to imagine it getting lower when combined with traffic from the neighborhood’s 3,500 new residents and 8,000 new workers, on top of those who are displaced and have to commute. It is likely traffic will exceed the limit in both am and pm hours. UW needs to address this, including providing mitigations for displaced students, faculty and staff.

This is important because the success of UW’s existing TMP is based on students living close

Table 1: Percent of each population traveling under 5 miles to get to campus							Table 2: Percent of each population saying UW influences where they live			
Year	Student < 1 Mile	Student < 5 Miles	Faculty < 1 Mile	Faculty < 5 Miles	Staff < 1 Mile	Staff < 5 Miles	Year	Students	Faculty	Staff
2004	25%	61%	2%	56%	2%	37%	2004	45%	NA	NA
2014	42%	74%	4%	56%	3%	42%	2014	77%	79%	70%

Source: UW U-PASS and transit surveys, 2000-2015

to campus and walking. The significant majority of UW students live within five miles and the concentration of students living within one mile has grown significantly over the last decade. By 2014, 74% lived within five miles of campus and 77% said UW had an influence on where they lived. 43% were walking to campus and only 9% drove alone.^{xlix} The CMP EIS repeatedly states that these trends will likely continue, but offers no real evidence for this claim, particularly in light of rent increases. Thousands of UW students are likely to move to cheaper South and North Seattle neighborhoods, many more will be taking transportation, and many more will drive. This is going to have significant impacts on the city and county transportation infrastructures, traffic and air quality in the University District.

Faculty and staff live further away than students, use more transit, and drive much more. In

2014, 52% of faculty lived within five miles of campus. 46% drove alone and only 24% used transit. 39% of staff lived within five miles of campus. 32% drove alone and 41% used transit. Interestingly, the Campus Master Plan EIS seems to think this will change, suggesting that 31% of new faculty and staff would live within one mile of campus.ⁱ There is no explanation for this dramatic shift and it seems highly unlikely given historical data. Even so, the CMP admits 37% of faculty and staff will live in Seattle areas outside of the Primary and Secondary Impact Zones and a significant amount will live outside of the city.ⁱⁱ None of this is accounted for in CMP mitigations.

UW's lowest wage workers are starting to concentrate in lower income neighborhoods that are further from campus. This is increasing their commute time and could potentially displace existing residents. We attempted to obtain current and historical zip code counts for UW's students, faculty and staff, but the university refused our request. We were able to obtain information from 2011-2016 for nearly 10,000 unionized classified staff employees. We found that the largest group (almost 5%) live in Southeast Seattle zip code 98118, including Rainier

Top 10 Seattle Zip Codes for Relative Classified Staff Growth, 2011-2016							
Home Zip	Distance in Miles	Neighborhood	Count 2016	Percent 2016	Rank 2016	Pop Growth 11-16	Relative Growth
98106	9.3	Southwest Seattle	188	1.7%	13	46	32.4%
98118	8.5	Columbia City / Rainier	509	4.7%	1	111	27.9%
98144	5.3	Central / N Beacon Hill	207	1.9%	11	40	24.0%
98105	1	U District Area	330	3.1%	6	57	20.9%
98125	3.7	Northgate / Lake City	493	4.6%	2	82	20.0%
98108	8.1	Beacon Hill / Georgetown	189	1.8%	12	26	16.0%
98133	5.3	North Seattle / Shoreline	426	3.9%	3	57	15.4%
98178	11.8	SE Seattle / Rainier Beach	232	2.1%	10	29	14.3%
98155	6.5	NE Seattle / Lake Forest PK	283	2.6%	7	31	12.3%
98115	1.5	NE Seattle / Wedgwood	409	3.8%	4	44	12.1%
TOTAL			3266	30.2%		523	

Valley. This is the greatest concentration in one zip code. Moreover, between 2011-16, Southeast and Southwest Seattle neighborhoods experienced the greatest growth in these workers. The zip codes with the ten highest rates of growth account for 30% of UW's classified staff, and the numbers in other zip codes are much lower.

UW needs to help provide mitigation for transportation issues. The most successful way to do this is making its U-Pass system more affordable for faculty and staff. In 2004, 14% of non-U-Pass users said they would use the pass if it was cheaper. By 2016, up to 26% of non-users said they would use it if it was cheaper, almost double the number of respondents.^{lii} This is likely to grow as faculty and staff move further from campus and as light rail options expand. Student use of the pass decreased from 87% to 69% after the sharp 2008 price hike, then went to 97% when the pass changed to an "opt out" system. Staff use has decreased as prices have increased, going from 76% in 2008 to 68% in 2015.^{liii} Publicly available survey data doesn't break down staff use by job or income, but other university data suggests that use is much higher among lower wage classified staff than it is among higher income professional staff. Increased cost of living in the University District will only continue to drive staff and faculty further away, and more will use Single Occupancy Vehicles if U-Pass costs aren't lowered dramatically.

Families with Children

Child care in Seattle is expensive and there are shortages in the U District area. In 2014, the median cost of center-based infant care in King County was \$1,528 a month (\$18,336 annually), and the median cost of preschool care was \$1,100 (\$13,200 annually). Both are greater than

the current in-state tuition cost at UW. King County is among the ten most unaffordable areas for child care in the country, making care prohibitively expensive for UW students and staff. UW has attempted to address this for students with several small on-site child care centers and a partial childcare subsidy program, but the centers have two-year waitlists, and the vouchers are only available to students. State and City subsidies only reach a certain portion of the population. A significant number of UW students and staff fall through the cracks and are child care price burdened. U District and UW growth will only make this worse, as existing centers face higher rents, housing and child care costs increase, and families have to rely on care closer to their homes, rather than the workplace.

The upzone EIS doesn't provide metrics for impact and relies on the city's voluntary "incentive zoning" fee system for mitigating child care problems. The EIS states the importance of keeping the U District affordable to families, while acknowledging that fewer, but an unknown number of affordable family units will be available after the upzone.^{lv} The incentive zoning program offers developers larger buildings for projects that either provide affordable housing and child care space or pay into the City's housing and childcare funds. The program recently came under scrutiny when an audit discovered the City neglected go after a developer who failed to pay \$3.6 million in affordable housing fees.^{lvi} An additional problem has been long delays before funds were distributed for new childcare construction. The City Council did commission a child care study as part of the upzone after hearing from UW employees concerned about child care costs.

The UW CMP's almost completely ignores child care issues. The 2003 Campus Master Plan EIS never explicitly referred to child care issues or facilities. The 2018 CMP includes construction of a new child care facility, but does analyze the availability or affordability of child care, other than referring to the City's incentive zoning child care program. Indeed, the EIS seems to treat child care as a non-issue, only mentioning children when it references its existing 697 family student housing units. Neither the EIS nor the Campus Master Plan mention how much family housing will be produced, what the capacity of the new child care center will be, how this will address wait lists for students, faculty and staff, and how it will mitigate the child care affordability crisis. There is no mention of proposals by campus unions, community groups and others to get child care subsidies for UW's growing staff base.

The US Department of Health and Human Services states that any family paying over 10% of its household income to child care is cost burdened.^{lvii} To qualify for Washington State's "Working Connections" child care subsidy, a family must make below 200% of the Federal Poverty Level (FPL). To qualify for the City of Seattle's child care subsidy, they must make below 300% of FPL. Approximately 60% (3,700) of UW's classified staff members in SEIU Local 925 are between the ages of 18-46. Their highest-meidan pay range by age is \$44,196. If two UW staff at this pay level had a child, preschool care would be almost 42% of their income, and they would not qualify for any state or city subsidies for a family of three. UW's staff of color are highly concentrated in lower paid positions, are most likely to be cost burdened, and are more likely to live in zip codes with greater than average numbers of young children.^{lviii}

UW needs to fully address child care issues for its faculty and staff and provide more affordable family housing. Most importantly, UW should expand its child care voucher system from covering only students to include faculty and staff. While UW has three child care facilities and is building a

fourth, it is likely that rent in the Innovation District will make opening additional child care centers unfeasible, particularly if they are to be accessible to lower wage parents. The incentive zoning child care fund is not large enough to solve the problems of inadequate facilities, and cannot be used to raise child care staff salaries to needed levels. Providing faculty and staff with subsidy vouchers they can use in their home neighborhoods is a more effective solution and would free up local space for those that have it as an only option.

Impacts on Communities of Color

All of the housing, transportation and child care issues discussed here will have downstream effects for Seattle's lower income neighborhoods of color. In particular, the growing concentration of UW staff in South Seattle neighborhoods and the potential displacement of UW students to areas along the light rail line should be a concern for neighborhood equity and affordability advocates. There is already gentrification around light rail stations in Southeast Seattle, and this will get worse as moderate income renters are pushed out of the U District. One recent report notes that the white population in the Rainier Valley increased by 17% from 2000-2010 while the percentage of people of color in the same area increased by only 5%. Assessed land values around Rainier Valley's Othello light rail station increased an average of 513% from 1999-2012. This gentrification is already occurring as an unfortunate side effect of Transit Oriented Development and mirrors similar experiences in other cities.^{lix} The original residents in these neighborhoods are ironically being displaced to suburban areas with fewer transit options.

The Seattle 2035 Growth and Equity Analysis describes areas such as Southeast Seattle as "high displacement risk/low access to opportunity," but transitioning to higher opportunity due to light rail stations. It notes that "in certain areas rapid private-market-led development without mitigation will lead to displacement of marginalized communities." More importantly, it directly states "substantial anti-displacement investments [will be] required in Southeast urban villages with light rail stations where displacement risk is high." Other neighborhoods such as Northgate are "high displacement risk/high access to opportunity," partially due to light rail. The document does not make the same recommendations for Northgate, although the conditions there are more similar to Southeast Seattle than the rest of North Seattle. The concentration and growth of people of color has increased, it is primarily a rental market, and rent is cheaper than the city average. Much of this will change as light rail reaches Northgate and UW students relocate there.

Both the U District Upzone EIS and the UW CMP EIS are silent on issues of displacement impacting other Seattle neighborhoods or suburbs. This is a large oversight, given UW's position as a public institution, as the second largest employer in the city, and a big influence on the regional economy. It's also problematic given the City of Seattle's commitment to addressing housing affordability for communities of color. There are many potential mitigations, including providing meaningful housing assistance to faculty and staff (both inside and outside the University District) and committing to developing affordable housing facilities throughout the city. Better wages and benefits, transportation assistance and child care assistance will also all have positive spillover impacts for other community members.

Overall Quality of Life in the University District

The Innovation District is going to change the quality of life for other University District residents. Higher commercial rents will likely displace immigrant-owned small businesses, particularly on University Way, and replace them with low wage, part-time service jobs at franchise-type firms. Homeless shelters and social service agencies may have to close or relocate. It will also decrease the area's significant shortage of green spaces off of the university campus, keeping the neighborhood out of compliance with Seattle's Comprehensive Plan. It will lead to other environmental problems that currently have no mitigation plans. Neighborhood groups have noted these issues repeatedly in hearings over the last few years and in response to the upzone and CMP EIS, but there are currently no plans to mitigate most issues. Unlike the 2003 CMP, UW has not come to any kind of agreement with neighborhood groups about its environmental impacts.

Neighborhood groups have provided extensive comment about the upzone and the CMP EIS impact on green spaces and livability. There was a competing movement to put a park on the Brooklyn light rail station property, based on the University District's shortage of green spaces, which neighborhood groups claim is at a five-acre deficit.^{ix} The CUCAC endorsed this plan.^{ixi} The city and the university have tried to work around this by referencing UWs' existing and proposed new green spaces, but neighbors argue that green spaces on campus shouldn't count towards separate neighborhood needs. When residents challenged UW's plans for the light rail space at a recent meeting, UW's Campus Master Plan Senior Project Director Theresa Doherty responded at a neighborhood meeting with "it's our building. We can do whatever we want." Past University District Partnership and UDPA President Scott Soules is openly against a green space, claiming "the existing urban public parks and spaces in Seattle are centers for crime and anti-social behavior and have been for some time. To think that building another urban open space will somehow avoid those problems, which the city has been unable to deal with, is absurd."^{ixii}

The CMP EIS fails to identify environmental consequences of expansion, then dismisses them by saying they will require little to no mitigation. This is particularly true for greenhouse gases. The EIS ends several pages of describing global, national and state efforts to fight greenhouse gas emissions by saying "climate change and other issues associated with GHG emissions is a global issue, and it is not possible to discern the impacts of the GHG emissions from a single campus master plan."^{ixi} At some points, the EIS even claims that the CMP's Transportation Demand Management Program (TMP) will likely lower emissions to below current levels. However, in the same document, UW claims there are 278,353 Metric Tons of Carbon Dioxide (MTCO₂e) per year associated with the 16 million square foot campus under existing conditions, but the 6 million feet of expansion would create an additional 100,366 metric tons a year, a slightly higher tonnage per square foot. Nowhere does it acknowledge the greenhouse gas effect of displacing students, workers and existing neighborhood residents.

UW needs to address these concerns and other issues of overall livability, particularly for current residents who will not be displaced by the upzone, but will have their quality of lives significantly altered. This must include doing more thorough combined analysis of green space, housing, traffic, child care and environmental quality impacts on the northern end of the University

District, and impacts on small business, which have largely been neglected. UW should work to provide further mitigations on traffic and housing issues for these community members and explore options that subsidize housing, transportation, child care, and improve parking. UW should commit to using some of its own 6.9 acres in the upzone area or working with other property owners and developers through the University District Alliance to provide green spaces in one of the neighborhood's undeveloped parking lots paces.

What Does a Responsible UW Look Like?

Based on the analysis above, a coalition of community, labor, faith and service organizations known as the U District Alliance has developed a set of Principles for a Responsible UW. We are calling upon the City of Seattle to embrace these principles in its review of the UW Master Plan. We are asking the City to look at the broad impacts of the UW on housing, transportation, employment and quality of life in Seattle in reviewing the Master Plan, not just the physical impacts of the buildings UW wants to add to its campus. We also call on the city and the university to develop effective metrics for tracking both UW's impact and its efforts at mitigation, and binding ways to hold the university accountable when it fails to mitigate on key issues. This could be achieved through a combination of action by the Hearing Examiner and the City Council, or through an enforceable Community Benefits Agreement developed through good faith bargaining with the community by UW.

Key principles we are proposing include:

- 1 The CMP should use broad and widely-accepted measures of sustainability including environmental, social, and economic factors, such as equal opportunity, poverty alleviation, and societal well-being.
- 2 The CMP should include affordable housing, childcare and transit options for employees so that people who work at the UW can live in the city. This should include greater investments in affordable employee housing, child care subsidies and the UPASS program. Further incentives and infrastructure are also necessary to support walking and bicycling options.
- 3 The UW should respond to the homelessness crisis in the University District, which includes homeless UW students. The CMP should include health, hygiene, and shelter services and programs for homeless people, including accessible bathrooms and showers.
- 4 The UW should address long-standing workplace justice issues faced by its staff, faculty, and employees working for UW developers and contractors, both on campus and other UW properties, including the right to unionize without opposition or intimidation.
- 5 The UW should take stronger measures to address racial and social inequities in

its practices and governance, including an inclusive and safe campus for immigrants, foreign workers and students.

6

The UW should create good jobs for local under-represented workers with priority hiring and training programs, and contract with firms offering prevailing wage and apprenticeship programs.

7

The UW's Environmental Impact Statement (EIS) should analyze its expansion impacts across the city, in areas such as housing, childcare and transportation, not only in the immediate campus area.

8

The UW should address current and future problems faced by small businesses near campus as the UW expands.

9

The CMP needs to adequately address the U District's deficit of open space, as required by Seattle's Comprehensive Plan.

The most effective way to achieve these goals is through binding agreements between the university and the city or neighborhood groups, as UW has a history of not following through on non-binding ones. The MIMP process would normally be the most appropriate way to make this happen. The City has the regulatory authority to demand that institutions agree to and measure mitigations, as the CAC and Hearing Examiner did with several million dollars in transportation funding and a significant lowering of Single Occupancy Vehicle traffic with the 2010 Seattle Children's Hospital MIMP. This would likely require the City of Seattle Department of Construction and Inspections (DCI), the Hearing Examiner or the City Council to demand that UW submit a revised CMP with clear measures and mitigation investments.

Another option is for UW to come to a separate, enforceable agreement with a community or neighborhood group, via a Community Benefits Agreement (CBA). There are numerous CBAs throughout the country. In Los Angeles, a coalition of community groups led by United Neighbors In Defense Against Displacement (UNIDAD) pressured the University of Southern California to sign a CBA ensuring the community benefited from its \$900 million campus expansion, including investing \$20 million in an affordable housing trust, establishing a local hiring goal of 30% of construction and permanent jobs, provide funding for a job training center and start a tenant's rights clinic.^{lxii} In Seattle, developers behind a planned \$300 million regional shopping mall agreed to provide 200 units of low-income housing, \$1.8 million for supporting businesses in the neighboring Vietnamese community, limitations on chain business size, and traffic mitigations. The project was only canceled because of the 2008 economic downturn, but set an important standard for legally binding CBAs in Seattle and beyond.^{lxiii}

A less desirable option would be for neighborhood groups to consider suing the UW based on the problems not covered by the CMP EIS. Legal settlement over campus expansion is not unprecedented in Seattle. The Seattle Children's Hospital 2010 MIMP agreement expanded the hospital by over 1.5 million square feet, 350 beds and thousands of parking spaces, mostly through the \$93 million acquisition and demolition of a 6.75 acre housing development. The MIMP's estimate on housing impact and mitigation was problematic for both the CAC and the Hearing Examiner, but they recommended passing it.^{lxiv} The Laurelhurst Community

Club (LCC) appealed the Final EIS and threatened to sue, claiming it failed to adequately disclose, analyze and mitigate significant housing, transportation and land use impacts. The hospital settled with the LCC, including covering issues not included in the MIMP, such as revisions to Hearing Examiner recommendations, limits on building square footage and setbacks, putting a parking garage underground, donating over \$150,000 to neighborhood groups, removal of an entire property from the MIMP and a 50-year ban on expansion into residential neighborhoods.^{lxv}

At this stage, the transformation of UW and the University District into an Innovation District is all but inevitable. The rezoning of the neighborhood has been approved by the City Council, UW has the air rights over the light rail station and owns almost seven acres of land in the upzone area. Other property owners and developers have begun plans for significant projects in the area. Almost all of these projects will be boons for UW and the Seattle economy. Some of these projects will legitimately foster Transit Oriented Development and make the area and the city more livable for those who can afford it. But as this report demonstrates, they will also drive out the most marginal communities, make life harder for many UW students, faculty and staff, and cause downstream effects for communities throughout the city. UW can prevent the worst of this by committing to working with its many stakeholders by allowing the CMP to incorporate enforceable mitigation around these issues or agreeing to a Community Benefits Agreement. The city, the CUCAC and community groups also have an opportunity to get UW to follow an enforceable agreement and potentially bring other developers to the table. Only then will the Innovation District be based on truly sustainable principles.

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The U District Alliance for Equity & Livability

is a coalition of Seattle-area labor, community, social service, and faith organizations dedicated to ensuring that the benefits of new development connected to the University of Washington promote all communities and are spread inclusively to all employees, students, and residents.

Beacon Hill United Methodist Church
Church Council of Greater Seattle
Coalition of Immigrants, Refugees and Communities of Color (CIRCC)
Eritrean Association in Greater Seattle
Laborers Local 242
Low Income Housing Institute (LIHI)
M. L. King County Labor Council
Puget Sound Sage
Roosevelt Neighborhood Association
Seattle Building and Construction Trades Council
Seattle Human Services Coalition
SEIU 925
SEIU 6
SEIU Health Care 1199NW
Teamsters Local 117
Transit Riders Union
United Students against Sweatshops
UAW Local 4121
UNITE HERE Local 8
WFSE Local 1488
UW Young Democrats
WA State Nurses Association