



CITY OF TACOMA

ASSET-BASED COMMUNITY
DEVELOPMENT TOOLKIT

UNIVERSITY OF WASHINGTON TACOMA
URBAN STUDIES

TCMP 554 COMMUNITY DEVELOPMENT

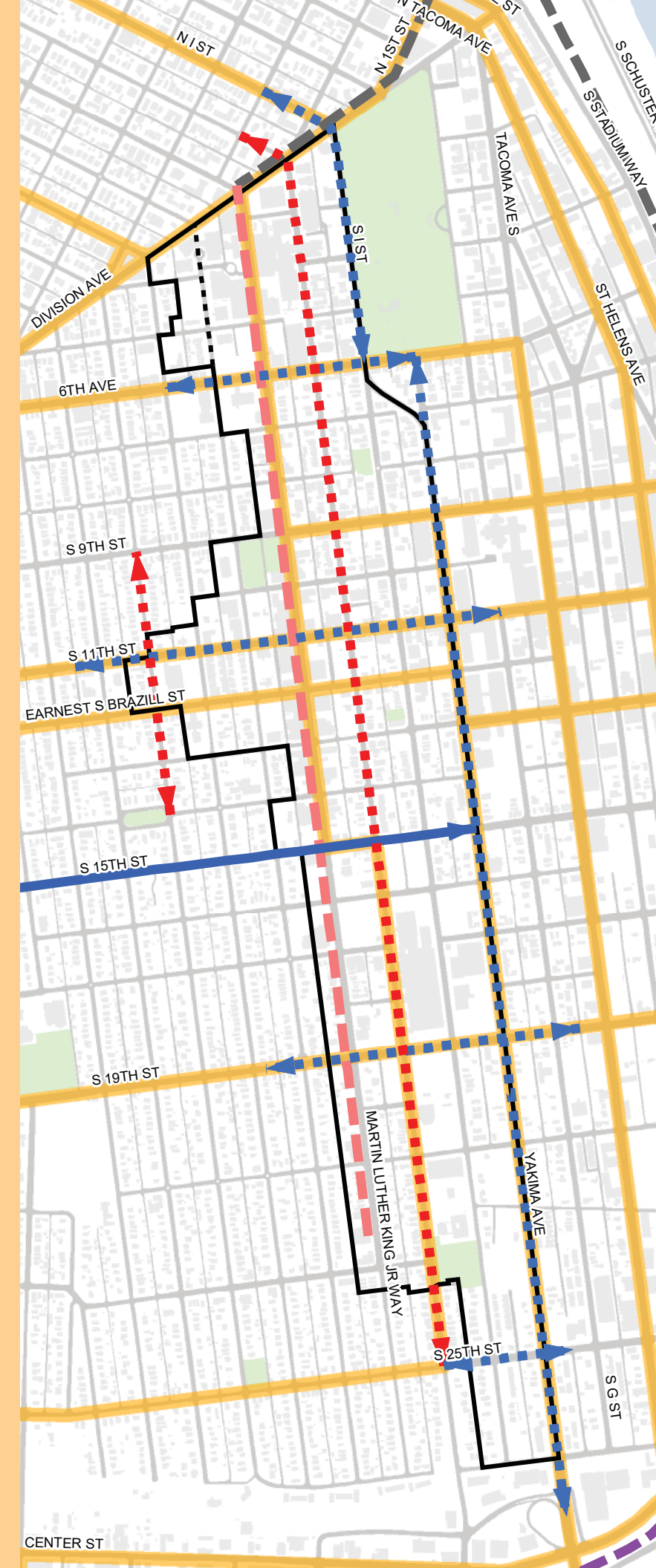
INSTRUCTOR:
LINDA ISHEM

CITY OF TACOMA PROJECT LEAD:
CAROL WOLFE

STUDENT AUTHORS:
NICHOLAS CARR
LIZA HIGBEE-ROBINSON

LIVABLE CITY YEAR 2017–2018
IN PARTNERSHIP WITH
CITY OF TACOMA

FALL 2017





LIVABLE CITY YEAR 2017-2018
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We would like to express gratitude to the City of Tacoma for providing this unique opportunity for students of UW Tacoma's MA Community Planning program to expand our understanding of the City's planning and economic development practices. Completion of this project has been made possible with direct guidance from Carol Wolfe, of the City's Economic Development Department. We thank Carol for her timely, supportive feedback and for her encouragement. Representing other departments of the City, we thank Stephen Atkinson, Ricky Clausing, and Chris Suh, for taking the time to attend our evening sessions to review our findings and to offer suggestions. The opportunity to learn first-hand from practitioners in the fields of planning, housing, and economic development is invaluable to us as students.

We also extend our gratitude to each of our community partners for their willingness to speak with us about their commitment to community health, social equity, and sustainability. From the Tacoma-Pierce County Health Department, we thank Amy Pow, for sharing her understandings of the linkages between public health, community-based planning, and sustainability. From the Tacoma Housing Authority, we thank Brittani Flowers, for her candid reflections on social equity and housing for low-income people. And from the Hilltop Action Coalition and Peace Community Center, we thank Brendan Nelson for sharing his personal account of growing up in the Hilltop, moving away, and returning to live there as an adult, determined to positively impact people of all ages and walks of life. These three individuals, and the work they do locally, inspire us to consider ways we can be of greater service to others in the places we call home.



People gathering for an event at the Tacoma Dome along East D Street in Tacoma, Washington. CITY OF TACOMA

CREDITS

For this report

City of Tacoma Project Lead: Carol Wolfe
Instructor: Linda Ishem
Student Authors:
Nicholas Carr
Liza Higbee-Robinson

For the City of Tacoma

Mayor (2010 - 2017): Marilyn Strickland
City Manager: Elizabeth Pauli
LCY Program Managers:
Tanisha Jumper
Stephen Atkinson
Lauren Flemister
LCY Liaison: Chris Bell

For the University of Washington LCY Program

LCY Faculty Co-Directors:
Branden Born
Jennifer Otten
Anne Taufen
Program Manager: Teri Thomson Randall
Editors:
Peter Samuels
Liza Higbee-Robinson
Graphic Designer: Ka Yan (Karen) Lee
Communications:
Daimon Eklund
Claudia Frere-Anderson

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ABOUT LIVABLE CITY YEAR

The University of Washington's Livable City Year (LCY) initiative enables local governments to engage UW faculty and students for one academic year to work on city-defined projects that promote local sustainability and livability goals. The program engages hundreds of students each year in high-priority projects, creating momentum on real-world challenges while enabling the students to serve and learn from communities. Partner cities benefit directly from bold and applied ideas that propel fresh thinking, improve livability for residents and invigorate city staff. Focus areas include environmental sustainability; economic viability; population health; and social equity, inclusion, and access. The program's 2017–2018 partner is the City of Tacoma; this follows a partnership with the City of Auburn in 2016–2017.

The LCY program is led by faculty directors Branden Born (Department of Urban Design and Planning), Jennifer Otten (School of Public Health) and Anne Taufen (Urban Studies Program, UW Tacoma), with support from Program Manager Teri Thomson Randall. The program was launched in 2016 in collaboration with UW Sustainability and Urban@UW, with foundational support from the Association of Washington Cities, the College of Built Environments, the Department of Urban Design and Planning, and Undergraduate Academic Affairs.

LCY is modeled after the University of Oregon's Sustainable City Year Program, and is a member of the Educational Partnerships for Innovation in Communities Network (EPIC-N), the collection of institutions that have successfully adopted this new model for community innovation and change.

For more information, contact the program at uwlcy@uw.edu.



ABOUT CITY OF TACOMA

The third largest city in the state of Washington, Tacoma is a diverse, progressive, international gateway to the Pacific Rim. The port city of nearly 210,000 people has evolved considerably over the last two decades, propelled by significant development including the University of Washington Tacoma, the Tacoma Link light rail system, the restored urban waterfront of the Thea Foss Waterway, the expansions of both the MultiCare and CHI Franciscan health systems, and a significant influx of foreign direct investment in its downtown core.

Washington State's highest density of art and history museums are found in Tacoma, which is home to a flourishing creative community of writers, artists, musicians, photographers, filmmakers, chefs, entrepreneurs, and business owners who each add their unique flair to the city's vibrant commercial landscape. The iconic Tacoma Dome has endured as a high-demand venue for some of the largest names in the entertainment industry.


A magnet for families looking for affordable single-family homes in the Puget Sound area, Tacoma also draws those seeking a more urban downtown setting with competitively priced condos and apartments that feature panoramic mountain and water views. The city's natural beauty and proximity to the Puget Sound and Mount Rainier draws hikers, runners, bicyclists, and maritime enthusiasts to the area, while its lively social scene is infused with energy by thousands of students attending the University of Washington Tacoma and other academic institutions.


The City of Tacoma's strategic plan, Tacoma 2025, was adopted in January 2015 following unprecedented public participation and contribution. The plan articulates the City's core values of opportunity, equity, partnerships, and accountability, and expresses the City's deep commitment to apply these values in all of its decisions and programming. Each Livable City Year project ties into the principles and focus areas of this strategic plan. The City of Tacoma is proud of its 2017–2018 Livable City Year partnership with the University of Washington and of the opportunity this brings to its residents.





TACOMA 2025 STRATEGIC PLAN


The *Asset-Based Community Development Toolkit* project supports the Livability, Economy and Workforce, and Equity and Accessibility goals of the Tacoma 2025 Strategic Plan and was sponsored Community and Economic Development Department.

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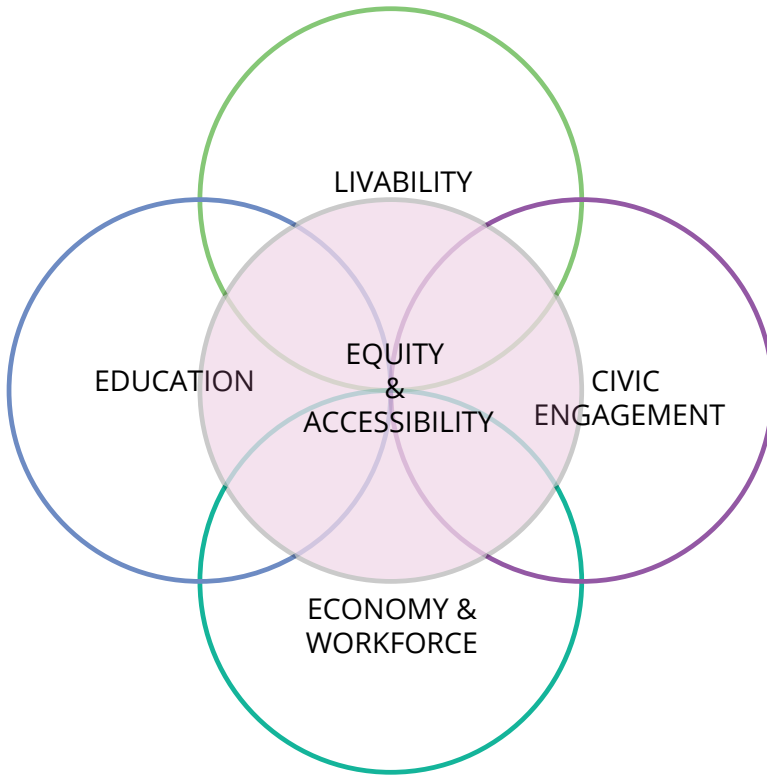
Goal #1 Livability
The City of Tacoma will be a city of choice in the region known for connected neighborhoods, accessible and efficient transportation transit options, and vibrant arts and culture. Residents will be healthy and have access to services and community amenities while maintaining affordability.
- 

Goal #2 Economy and Workforce
By 2025, Tacoma will be a growing economy where Tacoma residents can find livable wage jobs in key industry areas. Tacoma will be a place of choice for employers, professionals, and new graduates.
- 

Goal #3 Education
Tacoma will lead the region in educational attainment amongst youth and adults. In addition to producing more graduates from high school and college, more college graduates will find employment in the region. Lifelong learning and access to education will be prioritized and valued.
- 

Goal #4 Civic Engagement
Tacoma residents will be engaged participants in making Tacoma a well-run city. The leadership of the city, both elected and volunteer, will reflect the diversity of the city and residents and will fully participate in community decision-making.
- 

Goal #5 Equity and Accessibility
Tacoma will ensure that all residents are treated equitably and have access to services, facilities, and financial stability. Disaggregated data will be used to make decisions, direct funding, and develop strategies to address disparate outcomes.



RESOURCES

- Tacoma 2025 Strategic Plan:** https://www.cityoftacoma.org/tacoma_2025
- Community and Economic Development Department:**
https://www.cityoftacoma.org/government/city_departments/community_and_economic_development
- Livable City Year:** <https://www.washington.edu/livable-city-year/>
- University of Washington Tacoma Urban Studies:**
<http://www.tacoma.uw.edu/urban-studies/urban-studies-home>

EXECUTIVE SUMMARY

In collaboration with the University of Washington’s Livable City Year (LCY) program, the City of Tacoma invited the graduate students of TCMP 554: Community Development to create a toolkit to support future planning for neighborhood revitalization. Additionally, the City requested a summary of lessons learned from the students’ review of existing comprehensive plans.

The students examined the City’s Hilltop Subarea Plan, which provided a lens to view the City’s current approach to neighborhood revitalization. From this vantage, students considered how well the City of Tacoma’s practices support its overarching goal of accommodating the broader Puget Sound region’s expected growth of five million people and three million jobs over the next twenty years (City of Tacoma 2014), while also supporting the “well-being of people and communities, economic vitality, and a healthy environment” (Pierce County 2014). A brief overview of student findings related to the Hilltop Subarea Plan is provided in the Summary of Lessons Learned section of this report.

In addition to reviewing the Hilltop Subarea Plan, students gathered research on community development best practices. Working in three small teams, students investigated and developed arguments in support of equitable, sustainable, and smart growth development frameworks, respectively. Later, students merged these frameworks into one super-framework, which forms the core of the Asset-based Community Development Toolkit.

Students worked individually and as pairs to research and write about the seven community capitals (human, social, political, cultural, physical, natural, and financial) instrumental in fostering sustainable communities (Green and Haines 2015). Students combined research findings with insights from discussions with guest speakers from the community to create a toolkit for the City to use in future planning for neighborhood revitalization. Guest speakers included Amy Pow from Tacoma-Pierce County Health Department, Brendan Nelson from Hilltop Action Coalition, and Brittani Flowers from Tacoma Housing Authority.

The resulting framework, which was developed at the end of the fall 2017 academic quarter, ties together themes from their Community Development course, and targets goals of social equity, environmental sustainability, and smart growth design. The students’ findings suggest an asset-based approach to “neighborhood revitalization.”

It is worth noting that, throughout this document, the City’s term “revitalization” is replaced with “development” to move away from deficit-based language. This LCY report consists of a critique of the City’s current approach to subarea planning for neighborhoods; an outline of asset-based community development, which involves direct investment into seven community capitals; and suggested protocols and policies to guide the City of Tacoma toward its own goals of supporting growth that is socially, environmentally, and economically responsible. Based on their approach, the students of TCMP 554 have named their project the Asset-based Community Development Toolkit.



Tacoma’s Hilltop Subarea Plan envisions a thriving urban center that brings opportunity while promoting a sustainable future for the City.
CITY OF TACOMA

The tools provided in this toolkit emerge primarily from a sustainable development framework. This development methodology has gained favor since its inception in 1987, when former Prime Minister of Norway, Gro Harlem Brundtland, called upon the United Nations to adopt a set of practices to mitigate harmful impacts of modern, industrial development on human and environmental systems. She defined this approach as one that, “meets the needs of the present without compromising the ability of future generations to meet their own needs” (Brundtland 1987).

The sustainable development framework introduced by Brundtland assumes a triple bottom line approach to evaluation of a community's growth, whereby the economic, social, and environmental components of that growth are examined with equal weight. Other development strategies also influenced the Asset-based Community Development Toolkit. One is an equitable development approach, which advocates for full and fair representation of all community members in planning, with special attention to community members who have been historically disadvantaged or excluded. Another is smart growth, which encourages human-scale, resource efficient, regionally-organized design and governance. The vision is for this toolkit to promote community development efforts throughout the City of Tacoma that are equitable, community-based, resource efficient, and sustainable.

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CITY OF TACOMA

Initial Research

Prior to the development of this toolkit, students conducted independent research focusing on best practices of community development as recognized by planning theorists and practitioners and as reinforced by a body of empirical evidence. Students examined the seven community capitals identified by Green and Haines in their 2015 book *Asset Building & Community Development* (human, social, political, cultural, physical, natural/environmental, and financial). They investigated three development frameworks: equitable, sustainable, and smart growth. With the help of their instructor, Linda Ishem, students also identified four common tensions that surface during redevelopment of urban neighborhoods. These include questions regarding who participates (stakeholder perspectives may support or conflict with one another), what the redevelopment process seeks to accomplish and ultimately entails, where the planning for redevelopment occurs (historic and cultural contexts), and why redevelopment is occurring (who is initiating redevelopment and who stands to benefit from its outcomes). As part of efforts to ground their studies in local planning and development initiatives that affect the people of Tacoma, students gathered information from the following sources: Tacoma News Tribune, Tacoma Weekly, and other local newsprint; blogs featuring development proposals (e.g. methanol and liquefied natural gas plants); plans and proposals for Stadium, Proctor, Eastside, and South Tacoma neighborhoods; and public meetings/forums. This investigative approach enhanced the students’ overall level of awareness of planning and development proposals that impact the people of Tacoma.

Review of City Plans

Students reviewed the City of Tacoma’s One Tacoma Comprehensive Plan as well as various subarea plans. They focused on the Hilltop Subarea Plan in formulating their assessment of the City’s approach to community development. Their review of plans influenced their protocol and policy suggestions.

Conversations with Community Partners

In addition to analyzing plans and researching development frameworks, students engaged in dialogue with representatives from various organizations whose missions and projects support community development. Conversations occurred with Brendan Nelson, the president of the Hilltop Action Coalition and leader at Peace Community Center; Amy Pow, a planner employed by the Tacoma-Pierce County Health Department; and Brittani Flowers, a real estate development project specialist for Tacoma Housing Authority.

At various points during the quarter, students met with staff from the Community and Economic Development department and from the Planning and Developmental Services department of the City of Tacoma (Carol Wolfe, Chris Suh, Ricky Clousing, and Stephen Atkinson). On two occasions, students prepared slideshow presentations for City staff to demonstrate their progress on the Asset-based Community Development Toolkit. Conversations with City staff helped students improve aspects of the toolkit.

Creation of the Asset-based Community Development Toolkit

Students collaborated on the design of this toolkit with guidance from their instructor, Linda Ishem. They also received feedback from Carol Wolfe and Stephen Atkinson, from the City of Tacoma. First, they devised a core framework (asset-based) and common themes (community-based, socially responsible, resource efficient, sustainable) to tie segments of their toolkit together. Responding to the City’s request for a list of lessons learned, students included an overview of the City’s strengths and weaknesses in planning procedures, using their research on best practices as a baseline for comparison. Students provided descriptions of the seven community capitals most commonly identified as the pre-existing fixtures of communities. It is worth noting that an asset-based approach to community development encourages communities to determine what their assets are from start to finish. Thus, the “seven capitals” outlined in this toolkit may appear uniquely for different communities; a community might determine that they have a fewer or greater number of capitals, or that they prefer alternative titles for some or all. Following the outline of the seven community capitals are students’ recommendations for sustainable development protocols and policies.

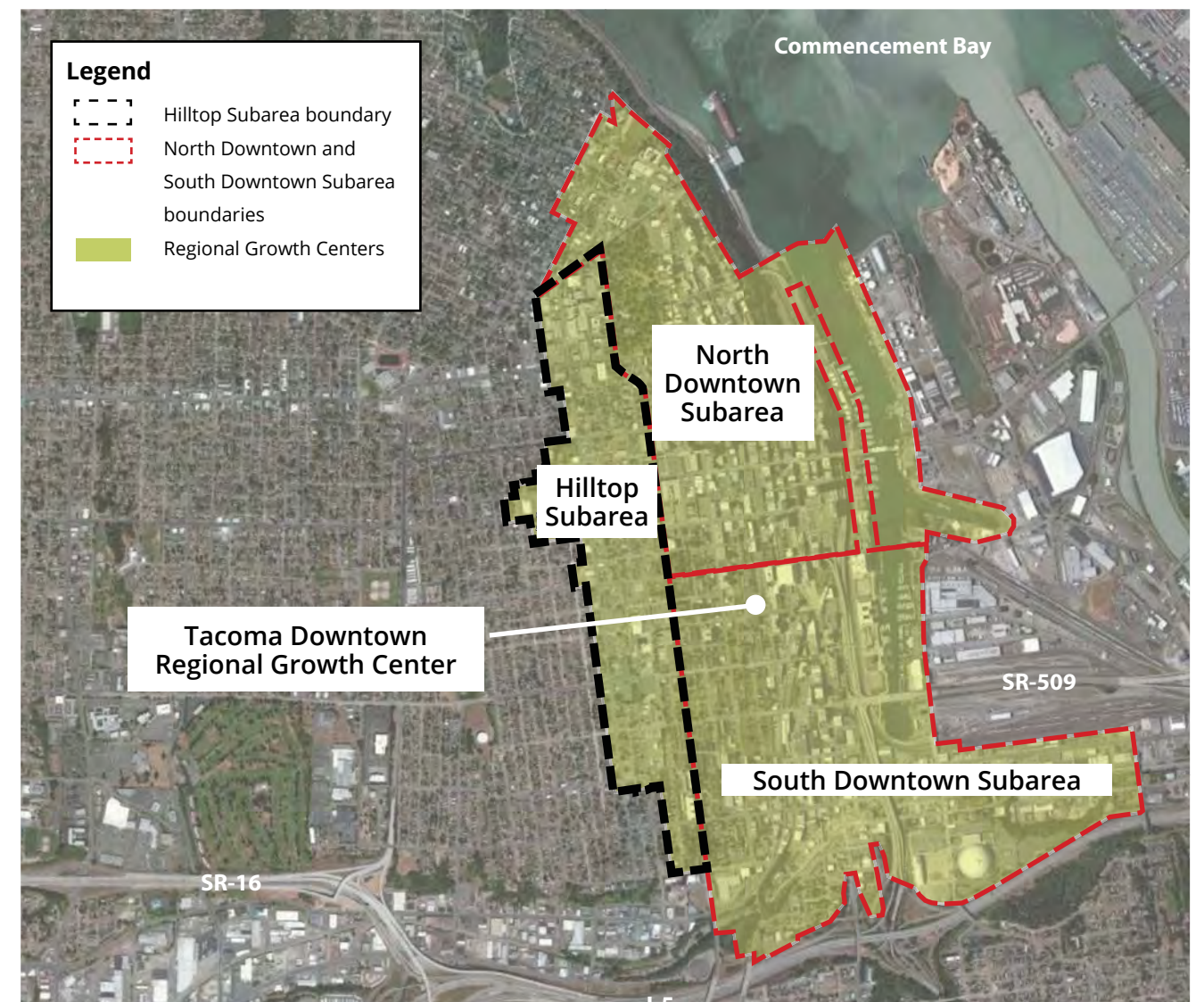
Responding to the City of Tacoma's request for a "summary of lessons learned" from review of existing plans, the students examined the Hilltop Subarea Plan. In doing so, students increased their understanding of the City's planning practices around "neighborhood revitalization."

The Hilltop is an appropriate case study for a variety of reasons. It was the first residential area to be developed outside of Tacoma's downtown core during the 1880s (City of Tacoma 2014). Historically, the Hilltop has been home to ethnically diverse peoples, primarily of working class status (City of Tacoma 2014). The Hilltop Subarea Plan describes the Hilltop as a once flourishing neighborhood and bustling business district:

"Prior to the onset of the automobile, Hilltop was the largest neighborhood district in Tacoma. Local residents did the majority of their shopping by walking along the K Street corridor, and tended to remain up on the neighborhood due to the steep grade to the east. With the level walking environment and the streetcar and cable car connections to the city, Hilltop thrived as a business district." (City of Tacoma 2014)

During the 1950s and 1960s, the Hilltop, along with downtown Tacoma, fell by the wayside as local industries collapsed and as affluent residents deserted the urban center for suburban neighborhoods, taking with them their investment power. This shift decreased quality of life for residents of the Hilltop and precipitated deterioration of property values throughout the area. Decades of disinvestment set the stage for the City's eventual interest in "revitalizing" the Hilltop.

Decades of disinvestment set the stage for the City's eventual interest in "revitalizing the Hilltop."



Top: The map demarcates the Hilltop Subarea as it abuts with two other subareas within the City of Tacoma's downtown core.

Left: Block party in the Hilltop neighborhood, circa 1940.

Right: Tacoma General Hospital, circa 1940. CITY OF TACOMA HILLTOP SUBAREA PLAN

Students also identified considerable room for the City to address social equity and environmental sustainability more directly.

Implementation of plans to “revitalize” neighborhoods frequently results in displacement of low-income and minority residents. As property values increase as a result of new development, low-income, predominantly black and other minority racial residents find themselves unable to afford to live in their neighborhoods. While past racially discriminatory policies prevented these citizens from living elsewhere in cities, return of capital investment to neighborhoods like the Hilltop now threatens to displace them to the suburban fringe (Bullard 2007). Indeed, recent studies demonstrate that older suburbs are increasingly becoming the new ghettos (Bullard 2007).

This trend is well documented in cities across the country. Concerted efforts must be made to prevent such displacement from occurring as cities like Tacoma seek economic development opportunities. It is neither sustainable, nor equitable, to push the poor and minority races out of their neighborhoods.

Through their investigation of the Hilltop Subarea Plan, students identified aspects of the City's planning process that represent the principles guiding this toolkit and the City's stated goal of promoting sustainability's triple bottom line within a growing Puget Sound region. Notable examples of strengths include sections proposing implementation of Complete Streets and human-scale design principles, expansion of the Tacoma Link Light Rail along MLK, and preservation of the history and culture of the Hilltop neighborhood (City of Tacoma 2014). Yet, students also identified considerable room for the City to address social equity and environmental sustainability more directly. Their findings guide the creation of the Asset-based Community Development Toolkit, complete with its suggested protocols and policies. The following list outlines weaknesses observed by students in their review of the Hilltop Subarea Plan.

The Environmental Impact Statement

The City conducted its EIS for the Hilltop Subarea in advance of any actual development proposals (City of Tacoma 2014). While this streamlines the City's permit review process and allows for development to occur more quickly, it eliminates opportunities for residents and other community stakeholders to voice concerns about development proposals within EIS boundaries. Additionally, this approach eliminates the consideration of the environmental impacts of each new development. It is crucial to provide time for public comment following every development proposal potentially given a DNS (Determination of Nonsignificance) or an EA (Environmental Assessment). Such a blanket designation for an area as extensive as the Hilltop is short-sighted and uncondusive to sustainable development.

Issues with Approaches to Cultural Preservation and Affordable Housing

The Hilltop Subarea Plan describes the history and character of the neighborhood. It states the City's dedication to preserving the Hilltop's culture and legacy, referring to significant sites and structures. In its subarea plan for the Hilltop, the City seeks to increase property values and livability of the area, without stating how it aims to protect the current residents from displacement— a common consequence of redevelopment. The City alludes to this in its plan, with a brief statement on monitoring the housing situation as development proceeds. Lacking from the plan is a strong statement to demonstrate the city's commitment to the current Hilltop residents.

More troublesome, the City's benchmark for “affordable housing” may increase the likelihood of displacement. Early in the planning process, in order to determine the 80% and 50% margins for affordable housing, the City used the median household income for Pierce County (\$57,869) instead of that of Hilltop residents (\$35,090) (City of Tacoma 2014). This significant discrepancy increases the likelihood of gentrification— marked by an area becoming unaffordable to its residents— as an outcome of development. To develop sustainably, or equitably, the City might reconsider the way it calculates affordability of housing. Otherwise, it may contribute to the displacement of residents from communities throughout the city, especially in neighborhoods like the Hilltop, where most residents are lower income.



Top: The CHC Regional Health Center, which serves low-income and uninsured patients, opened in 2013.

Bottom: The Franciscan Medical Office Building at St. Joseph Medical Center promotes collaboration among multiple providers on the Hilltop campus. CITY OF TACOMA HILLTOP SUBAREA PLAN

Employment Opportunities at Anchor Institutions for Current Hilltop Residents

The Hilltop Subarea is anchored by the two largest medical institutions in the City: MultiCare Health System (including Mary Bridge Children’s and Tacoma General hospitals) and CHI Franciscan Health (St. Joseph’s Hospital). The plan states that 85% of daytime employees who work on-site in health services do not live in the Hilltop. Indicated by this statistic, very few local residents access the well-paying jobs at these institutions. Therefore, the City has adequate reason to investigate why this is so. For example, the lack of jobs for Hilltop residents may represent demographics or neighborhood boundaries. In striving to develop sustainably and equitably, it is important that local residents have access to employment opportunities at the anchor institutions of their communities.

Low Participation of Community Members

It is challenging to engage local community members in a formalized planning process. People have busy lives, and even when plans concern their neighborhood, it is difficult for most to find time to engage in planning processes. Even so, the public participation statistics cited in the Hilltop Subarea Plan are remarkably low, especially given that the City distributed surveys and held charrette and stakeholder focus group meetings. The City deserves to be commended for following a set of engagement procedures and for providing opportunities for public comment. However, Tacoma can strengthen its commitment to gathering public comment and including community members in local government and planning initiatives by stepping beyond the traditional approaches to community engagement. The Asset Based Community Development Toolkit’s Protocols section provides several instruments the City could implement to engage a broader range of Tacoma residents. These include door-to-door outreach, traveling City Council meetings, and a two-way, mass-text communication system.

To develop sustainably, or equitably, the City might reconsider the way it calculates housing affordability.

Tacoma can strengthen its commitment to gathering public comment and to including community members by stepping beyond traditional approaches to community engagement.

Bearing in mind these four areas of concern, this toolkit presents a guide for the City of Tacoma to use as it seeks to invest in neighborhoods throughout the City. While the Hilltop Subarea Plan has been used as a model for critique, it is important to note that the recommendations herein apply to the City’s community development planning process more generally. The problems identified above are likely to occur elsewhere in Tacoma if the City does not modify its planning and community development methods.

The following pages include definitions and descriptions of the seven community capitals, referred to previously. These are important for the City to consider, especially when the City plans at the neighborhood or subarea level. Following the introductions of the seven capitals are suggested protocols and policies, all of which support the vision of Asset-based Community Development in Tacoma.

The City might also consider creating a formula that identifies each neighborhood’s strengths and investment opportunities within an Asset-based Community Development framework. Such a formula would help minimize deficit-based language by accounting for a community’s educational resources, political participation, infrastructure needs, pollution levels, financial assets, and other measures of prosperity.

Before community development planning occurs at the neighborhood or subarea level it is useful to inventory a community's existing resources and capacities. No one is better suited to identify community capitals (or assets) than community members themselves. The following is a brief description of the seven categories of community capitals (or assets) that make up healthy, resilient, sustainable communities (Green and Haines 2015). They are commonly organized as:

People-based: (human, social, political, cultural)

Place-based: (physical, natural, financial)

It is essential that the capitals identified by community members steer community development, and that they be viewed as areas for direct and purposeful investment by the City. In each neighborhood or subarea of Tacoma, capitals appear uniquely, as they reflect distinct people, places, relationships, competing interests, and other tensions. Addressing each capital through a process that gives them credence is essential to developing an equitable planning process that propels Tacoma toward sustainable outcomes.



Together the seven capitals create a sustainable community. KA YAN (KAREN) LEE

It is essential that the capitals identified by community members be viewed as areas for direct and purposeful investment by the City.

People-based Capitals

Human Capital

Human capital is defined in the Handbook of Cliometrics, by Claude Diebolt and Michael Hauptert, as “the skills the labor force possesses” (2016). It revolves around the notion that communities stand to benefit from investments made in people (e.g. education, training, health, and public services). It is also a concept with old roots: in 1776, Adam Smith referred to human capital as “the acquisition of ... talents during ... education, study, or apprenticeship. Those talents [are] part of his fortune [and] likewise that of society” (Smith 2003, orig. publ. 1776). As people receive investment, their access to educational, training and employment opportunities increases, and this augments their productive capacity (Diebolt & Hauptert 2016).

A great deal of evidence supports the value of investing in human capital. For example, a study by the National Institute for Early Education Research referred to economists who found that by allocating more funding to early childhood education, the whole of a community benefits. Children who receive high quality education become adults who are, “more mobile and adaptable, can learn new tasks and new skills more easily, can use a wider range of technologies and sophisticated equipment (including newly emerging ones), and [are] more creative in thinking...” (Sawhill, Tebbs & Dickens 2006, 1). Such individuals take on leadership roles more readily and propel economic growth for their communities. The results of this study suggest that education is linked to significant declines in the incidence of crime, rate of disease, and total cost of healthcare (Sawhill, Tebbs & Dickens 2006). Thus, by investing in human capital, communities benefit, becoming more prosperous, healthy, and resilient.





Social Capital

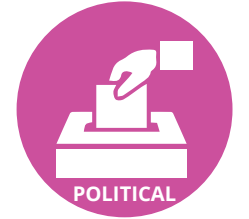
Social capital consists of relationships and social networks among people of a community. It has been defined as “the aggregate of resources, actual or potential, to which one has access by possessing membership in a group” (Pitzer and Streeter 2015). Social capital plays a critical role in the development of other community assets. Pitzer and Streeter (2015) note that by increasing social capital, objectives such as “developing leadership, entrepreneurship, and philanthropy” become more attainable for members of a community. By investing in social capital, the whole community gains increased access to information and opportunities.

Three distinct typologies comprise social capital: bonding, bridging, and linking (Pitzer and Streeter 2015). All three are forms of social networking, and each serves different aspects of community development. Bonding occurs among individuals who are connected to each other through shared circumstances (e.g. members of a household or neighborhood, faculty of a department, or children of a classroom). Bonding establishes systems of care for members of a group; it strengthens cohesion and resilience; and it helps group members mobilize around a cause or action. Bridging involves interactions and ties among members of different groups. It can contribute to the development of new ideas, projects, and goals by exposing individuals or groups to knowledge, skills, and perspectives based in distinct backgrounds. Linking occurs between community members and formal institutions whose reputation, material resources, or other social resources carry power and influence. Through linking, members of one group may gain access to services that promote



A group of demonstrators take to the streets of downtown Tacoma in a recent March for Science to advocate for equitable, evidence-based policy that serves all communities. In asset-based community development, the ideas, needs, struggles, and victories of community members matter and set the stage for future projects and development.

TACOMA NEWS TRIBUNE



health, education, and employment opportunities. Thus, linking is crucial to enabling low-income and marginalized segments of society to advance themselves professionally. All three forms of social capital play important roles in the prosperity of communities.

Political Capital

Political capital refers both to civic responsibilities and to political leadership. Mary Emery (2006) relates political capital to the former, as it reflects citizen “access to power and power brokers, such as access to a local office of a member of Congress, access to local, county, state, or tribal government officials, or leverage with a regional company.” In contrast, Daniel Schugurensky (2000) defines political capital based on politicians themselves as “the degree of popularity (measured usually through opinion polls or votes) enjoyed by professional politicians and leaders. Politicians refer to political capital when they compare their capacity to mobilize people with that of competing leaders.” From these definitions, we considered political capital based on three questions: Who participates? Who carries a stake? Who holds power?

Who participates? Public participation in democratic political processes, and particularly in elections, is relatively low in the United States. Washington State is no exception. In Washington’s November 2017 elections, for example, only 25.9% of registered voters cast their ballots. The rate in Pierce County was especially low, at only 19.88% (Washington Secretary of State Elections Division 2017). This is unfortunate, because, while this was a non-presidential election year, the election results appointed four councilmembers and a new mayor. The fact that a minority of the City’s eligible voters turned out to vote indicates a lack of voter engagement with local Tacoma politics. While this has many causal roots, it points to room for improvement in local governments to inform residents about the impacts of local elections and the importance of their role as citizens in the democratic process.

From these definitions, we considered political capital based on three questions: Who participates? Who carries a stake? Who holds power?



Who are the stakeholders? It is essential to identify and involve all stakeholders, because the views of some do not necessarily represent the views of all. It is crucial that the City of Tacoma recognize this and help broadcast this message across the general population to encourage residents to participate in their government.

Who holds power? In a democracy like ours, government officials represent citizens. Their job is to steer policies that improve outcomes for society. One responsibility of local government is to educate citizens about the power of their vote. By extending an invitation to community members to participate in local government, the City of Tacoma can strengthen democracy's role in directing the City's vision toward outcomes that benefit the people of Tacoma.

Cultural Capital

Cultural capital, defined first by Pierre Bourdieu in 1984, refers to “the symbols, tastes, and preferences that can be used strategically as resources in social action...an embodied socialized tendency or disposition to act, think, or feel in a particular way” (Bourdieu 1984). It involves the predominant values and mindsets of community members, as these features impact a group's ability to motivate social change (Flora and Flora 2013).

Community planning requires collecting, recording, and analyzing the resources of the built environment, and this includes accounting for cultural assets. When gathering this information as it regards a group of people, planners and other City staff should consider the history and aesthetics of the built environment within which the stakeholders reside, as well as those peoples' language, religion, social habits, food, music, arts, and other customs and traditions. In doing this, it is important

Community planning requires collecting, recording, and analyzing the resources of the built environment, and this includes accounting for cultural assets.

for planners and policy makers to work directly with community members. Cultural assets come in various forms: oral histories, image collections, information about architectural styles, historic sites.

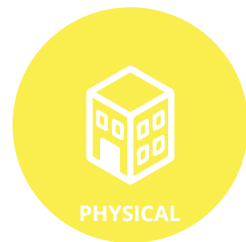
Landmarks and historic buildings play central roles in defining a community's character and felt sense of place. It has been observed that, “planning for the future of shrinking cities without preservation—and preservation efforts that do not consider the broader landscape of planning—are missing a critical opportunity to develop thoughtful, effective strategies based on past strengths, tangible assets, historically strong identities, and the ultimate sustainability tactic of reuse” (Berton 2011). It behooves City officials to thoroughly evaluate the existing built environment prior to investing in new development that may degrade or interfere with a community's cultural identity.

It behooves City officials to thoroughly evaluate the existing built environment prior to investing in new development that may degrade or interfere with a community's cultural identity.

It is important to note that cultural capital also encompasses intangible social and spiritual aspects of a community. As such, it is wise to call upon community members to identify these intangible assets. By accounting for cultural capital, decision makers can honor and protect a community's identity and historic legacy, even as new development occurs. Mutual respect and understanding develops among local government officials, City staff, and residents through deliberate and thorough accounting of cultural capital.



The Hilltop neighborhood is made up of a mix of residential, commercial, and institutional uses, with many historic buildings and diverse places of worship. CITY OF TACOMA HILLTOP SUBAREA PLAN



Place-based Capitals

Physical Capital

The Commission for Architecture and the Built Environment defines physical capital as the “potential value — financial, social and cultural — of the built environment” (CABE 2005). Schools, clinics, houses, offices, factories, streets, parks, museums, public art installations, squares, and bridges combine to form the physical capital of a place. Many of these public and private structures are commodified (storefronts, private institutions, and other enterprise) in the urban landscape, thus subject to the market system. Non-commodified spaces (parks, sidewalks, pathways) enable humans to experience urban landscapes more freely. When planning for community development, the linkages between commodified and non-commodified spaces are important to consider as these relate to the overall level of comfort and security humans experience within urban landscapes (Sternberg 2000). Thoughtful, creative design and place-making helps in managing linkages between public and private spaces, and in improving overall sense of place and quality of life for a whole community.

The interconnectedness of physical capital to the other capitals characterizes its significance for sustainable development. Physical capital relates features of the built environment of a city to its citizens, and to their ability to access opportunities to a wide array of services, including: housing, healthcare, education, recreation, and employment (Smith 2001). It is especially essential to consider the importance of housing stock as a form of physical capital in residential areas, and to pay attention to market pressures, such as growth, that may impact the availability and affordability of housing to a variety of residents (individuals, families, multi-generational, multi-family, seniors, students).

Thoughtful, creative design and placemaking helps manage linkages between public and private spaces, and improves overall sense of place for a community.

When elements of the built environment are designed with sustainability and ecological well-being in mind, humans and nature benefit. For example, developing a park system connected by greenways enables people to walk through their urban landscape safely, away from traffic, and to experience the environment directly, which promotes human health (human capital). Such a network of corridors also promotes natural cycles and provides crucial habitat for wildlife (natural capital). Public open spaces also provide areas for people to congregate, which supports social capital. Improved social capital leads to increased civic involvement (political capital), as well as increased employment as work opportunities become available through social networking (financial capital). All of this combines to support the long-term health of communities.

Natural Capital

Natural capital (also referred to as environmental or ecological capital) includes all elements of nature that emerge from a given location or community. It includes natural resources (energy and matter) and of the processes used by organizations to leverage natural resources for human benefit. This includes sinks that absorb, neutralize, or recycle wastes (e.g. forests, oceans); resources, renewable (timber, grain, fish and water) and non-renewable (e.g. coal, oil, and natural gas); and processes, such as climate regulation and the carbon cycle, that enable life to continue in a balanced way (Porritt 2007).



All organizations need to be aware of natural resource limits and operate within them.

All human organizations (including municipalities and communities) rely on natural capital to some degree, and all impact the environment. Therefore, in order to ensure sustainability, all organizations need to be aware of natural resource limits, and operate within them. This means accounting for the environment's capacity to neutralize harmful effects that stem from both the extraction of natural resources and the manufacture and other uses of those resources.

How can communities, including their organizations, maintain and enhance natural capital? First, it is important that communities transition away from fossil fuel-based forms to energy to renewable resources like wind and solar. Second, communities can focus on eliminating the accumulation of man-made substances and products in nature by substituting plastic, Styrofoam and other persistent and unnatural compounds with substances more easily assimilated and broken down by the environment. By accounting for natural capital, communities can ensure they protect ecological integrity and biological diversity. This enables long-term renewability of human systems and quality of life.

By accounting for natural capital, communities can ensure they protect ecological integrity and biological diversity.



Financial Capital

Financial capital is defined as the monetary resources available for communities to invest in capacity building (Green and Haines 2015). It includes funding made available to underwrite business development, to support civic and social entrepreneurship, and to save for future community development. Low-income and minority communities generally lack access to financial capital. Furthermore, credit markets often do not respond to the needs of low-income communities. In many of the most underprivileged communities, family savings are deposited in institutions that invest capital outside of the community. Like other community capitals (assets) described prior, financial capital impacts all other forms of community capital. For example, social capital directly influences access to financial capital for many community members. Development of financial mechanisms to provide affordable housing ties financial capital to physical capital.

Communities face a variety of issues related to credit. Most stem from problems of supply and demand for financial capital. While striving to improve access, especially to low-income community members, the following questions are important to consider:

1. What have been the experiences of consumers trying to obtain credit in the community historically? What have been the experiences of firms in providing it?
2. What is the structure of the credit institutions within the community? How much competition is there among leaders?
3. How well are local credit institutions meeting the needs of local residents? What portion of their capital assets are invested locally?
4. How aware are residents of the available credit services and products? Are minorities, women, small businesses, or any other members of the community being discriminated against by the local market?
5. How does the City staff assess financial investment requests of under-resourced communities relative to those with more power and influence? Who gets what resources, and when? How are such municipal investment decisions determined?

Development of financial mechanisms to provide affordable housing connects financial capital to physical capital.



Despite experiencing an economic resurgence in recent years, many vacant storefronts persist throughout Hilltop's business district. ROBERTSON BUILDING COMPANY



People's Park, located at Martin Luther King Jr. Way and South 9th Street, provides more than two acres of open space and recreational facilities. CITY OF TACOMA HILLTOP SUBAREA PLAN

A protocol is an action that is implementable within the planning and/or development context. Previously, each capital has been defined and explained in terms of its significance to community development. Suggested protocols, each of which relate to the seven community capitals (or assets), are defined below. Each seeks to offer improvements to existing approaches to neighborhood planning, as highlighted in our assessment of the Hilltop Subarea Plan. Protocols provided in this toolkit should apply to all neighborhoods and districts of Tacoma. Following each protocol is an initial (or grouping of initials) to indicate which capital (or capitals) a given protocol most directly supports.

Top-line Protocols

The three following top-line protocols are strongly recommended for implementation by the City of Tacoma for future planning proposals. These top-line protocols provide the foundation for the Asset-based Community Development framework that we hope is enforced broadly and evenly across all neighborhoods and districts.

Protocols provided in this toolkit apply to all neighborhoods and districts of Tacoma.

This visual facilitation mural, created for the 2012 Harvard Social Enterprise Conference, captures the essence of the top-line protocol, asset mapping, in which local knowledge and inspiration steer community-based planning and development. ALICIA BRAMLETT



Asset Mapping

Asset mapping refers to systematic accounting for people-based (human, social, political, cultural) and place-based (physical, natural, financial) capitals of a community. This is an important first step in planning for community development (previously termed “neighborhood revitalization” by the City of Tacoma). In doing this, it is best if community members (including residents, business owners, employees, employers, and other stakeholders), the people who know their communities best, take leadership roles in the mapping process. In subsequent planning efforts, the City can maximize efficacy by encouraging community members to be highly involved in discussions of development that build on the community’s strengths and address its challenges. Our goal is to ensure that community members are empowered to direct discussions about development occurring where they live.

At the outset of every planning exercise, the community-driven asset mapping process centers on the aforementioned capitals, with separate mapping exercises for each of the seven capitals. The following are examples of this, emphasizing the importance of drawing on the expertise and historical knowledge of neighborhood residents.

Our goal is to empower community members to direct discussions about the development that occurs where they live.





In asset mapping exercises, community members might identify structures like Tacoma Main Branch Library (above) and recreational spaces like Stadium District's Wright Park (below) as important community resources. JOE MABEL



Mapping “Third Places” and Community Service Organizations

As part of asset mapping for human/social capital, we suggest that, at the outset of planning actions, The City of Tacoma work with the community to map “third places,” which are social spaces that are separate from the two most recognized social spaces: home and the workplace, and can be particularly important to community development. “Third places” fall into categories that can be inventoried and mapped, and include parks, libraries, community centers, and other areas where people gather, as well as organizations that provide services to residents.



Cultural Mapping and Management

The City of Tacoma could ensure that processes and tools exist to address preservation of traditional resources, and maintenance of culturally significant structures, sites, events, and histories, all as part of efforts to address physical and cultural capitals.

Though the City of Tacoma does have existing practices regarding preservation, most notably its Historic Preservation Plan and the Landmarks Preservation Commission, it could use cultural mapping exercises when planning in communities to identify gaps and changes in the plan's content. Community members may also have more specific and locally relevant cultural assets that are not recognized in the City's literature.

Community members may also have more specific and locally relevant cultural assets that are not recognized in the City's literature.



Old City Hall, downtown Tacoma. SENAPA



Cushman Substation in North Tacoma. IAN POELET

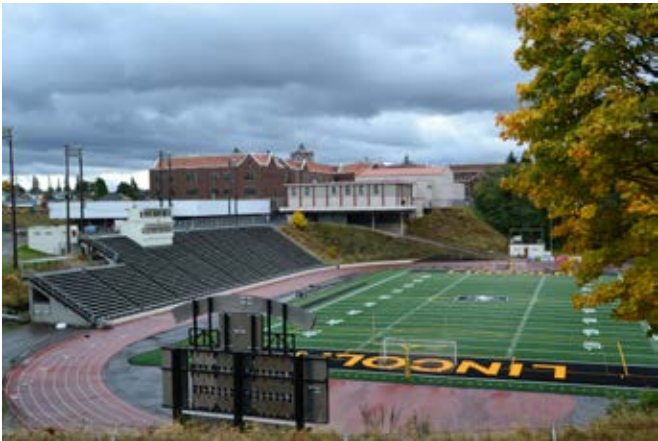
Tacoma is also unique in that it is built upon on the Puyallup Tribe of Indians' ancestral lands. To better honor this, Tacoma's Planning Department could provide annual training for staff on the cultural components of the National Historic Preservation Act (NHPA). For example, the Suquamish Tribe holds a Cultural Resources Conference every year at their reservation in late spring, where the region's tribes discuss consultation protocols for planners and agencies. Tacoma could require its planners and relevant City officials to participate in similar trainings.



Asset Mapping for the Built Environment

The City of Tacoma could work with community members to inventory the built environment (GIS), which would tie into asset mapping for all capitals except the political capital.

This inventory could include mapping of two main categories, and might include more. First, existing structures (physical capital) would be mapped with the community, and includes specific institutions like schools, clinics, houses, offices, factories, streets, parks, paths, public open spaces, museums and art installations, as well as areas where residents hold private meetings or clubs. The physical capital inventory would be categorized by age, type/use, and condition. Second, it would also be important to solicit community input regarding residents' needs. A physical capital needs mapping exercise would spatially inventory resident input regarding what institutions, neighborhood features, or physical



In asset mapping, residents might include city icons like Tacoma's historic Stadium High School and downtown's Museum of Glass.
NICHOLAS CARR/ARTHUR ERICKSON

space and land-related amenities would be most beneficial to their community, and are not currently there or conveniently available.



Identify Brownfield Sites and Infill Projects

Development of brownfield sites and infill projects bring with them important opportunities for addressing health risks to communities and increasing ecological integrity. They also have the potential to increase the density, productivity, and livability of previously contaminated or underutilized space. As such, these projects can be oriented toward alleviation of the affordable housing crisis. It is important to consider community input when mapping these sites to determine the public's support for possible land uses.

Infill projects and the development of brownfield sites bring with them important opportunities to address health risks and to increase ecological integrity.



Natural Assets Accounting

Per hyper-local neighborhood development planning, the City of Tacoma could work with community members to inventory all natural assets of a given catchment area. These include:

- Local resource production (if applicable): renewable and nonrenewable material production areas (mills, refineries, public services) related to wood, fuel, water, and sewer.
- Carbon sinks: habitat, forests, wetlands, green space/parks, rivers/streams, minerals, and other items that absorb, neutralize or recycle wastes.
- Current regulatory processes: climate regulation, land-use limitations, and pollution-reduction policies.



Identify Sites and Resources to Invest in and Protect (Pre-planning or Pre-development)

Using the Natural Assets Accounting protocol (outlined above), the City of Tacoma can engage community members in identifying specific natural capital sites and resources that the community wants to protect from certain kinds of development. They can also solicit feedback regarding the types of development in which they would like to see the city invest, and what sites they would like to preserve in their current state. For example, the community might want to limit the fossil fuel production or transportation, strip mall construction, subdivision development, or large chain stores moving into their neighborhood. The community may prefer that land investment be focused on parks, trails, green stormwater infrastructure, sustainable commercial/industrial sites, educational facilities, recreational areas, tourism attraction, or innovative economic projects. They may also prefer that an identified natural asset be left undeveloped as wetland, forest, or another native ecosystem.

The World Business Council for Sustainable Development (WBCSD), in partnership with the Natural Capital Coalition, developed a natural capital toolkit to help businesses identify the right tools to calculate and value natural capital as a measure of their future planning and development. Though the toolkit is targeted at private business, it may also be valuable for governments who are hoping to account for natural capital in their plans for future growth and development.



Innovative land use policies include the creation of green spaces for community members to recreate and socialize. SHRUTHIMATHEWS, WIKIMEDIA COMMONS



Internal Mapping

The City of Tacoma has many departments and a multitude of plans that guide those departments' priorities. This includes a planning department that is tasked with City-wide planning strategy. Often, the City's One Tacoma Plan, its broad strategic plan for guiding the City's goals in the future (the City's One Tacoma plan) conflicts with more targeted, department-led planning. To align strategies and streamline decision-making, the City could carry out an internal asset-mapping exercise (or asset audit) to chart strengths and weaknesses within the current administrative framework, and to seek to align expectations of responsibilities, planning efforts, and decision-making. This protocol serves to assist the City in identifying gaps; overlaps or redundancies; and conflicts among departments.

The City of Tacoma may benefit from conducting a technical review of its own codes and ordinances related to planning and development.



Green stormwater infrastructure projects are an important part of urban redevelopment. DIDIUNSW, WIKIMEDIA COMMONS

**These relationships
[between liaisons
and community
stakeholders]
could be managed,
tracked, and
physically mapped—
thereby building on
community-led asset
mapping.**

As a potential logical conclusion of internal asset mapping, the City of Tacoma may also benefit from conducting a technical review of existing codes/ordinances that relate to planning actions and development. Existing issues, as of August 2010, include the following. The HMR-SRD Residential Zone District allows the Landmarks Preservation Commission to except historic properties from zoning standards when there is a conflict with historic goals, but this is not available in other districts. The View-Sensitive Overlay does not include exceptions for historic structures, such as for reconstruction of a documented historic feature. The design standards that apply in the special downtown zone districts do not include exceptions for older buildings that are not specifically designated as historic.

Community Liaison Program

Trust building between residents and their local government, including law enforcement officials, is at the foundation of building sustainable and equitable community development goals in cities. In line with this idea, the Tacoma Police Department's first stated objective is to "become more accessible, open, approachable, and transparent with all segments of our community" (City of Tacoma 2016). The City of Tacoma has worked commendably with the Police department to fulfill this mission, including the assigning of community liaison police officers to each district of the city.

Going a step beyond this, the City could provide Community Liaisons at the outset of specific planning actions to coordinate and facilitate robust communication about planning processes. These liaisons would help to bridge existing divides between community members and government officials of various City of Tacoma departments involved in neighborhood and district development.

Long-term relationships between community liaisons and stakeholders could build trust and transparency as planners seek to bring community members, developers, and other agencies together. This establishment of continued, long-term relationships would potentially build trust and transparency as planners seek to bring community members, developers, and other agencies together. These relationships could be managed, tracked, and physically mapped— thereby building on community-led Asset Mapping. This approach provides a strategy for assessing gaps in community networks and relationships, and encourages effective planning

for sustainable community development. This approach provides a strategy for assessing gaps in community networks and relationships, and encourages effective planning for sustainable community development.

Environmental Justice Task Force

When a city develops, implements, and enforces environmental protections/laws, it must ensure that no group of community members bears a disproportionate share of harmful environmental impacts (pollution and other hazards). This is key in promoting social equity, since low-income and minority community members are often the least able to voice their concerns, and the most vulnerable to harm from environmental hazards. There are two necessary steps to ensuring environmental equity is recognized as city's design these policies. First, they must include a scientific basis for decision-making and incorporate data into methods to identify and prioritize environmental concerns, assess impacts, and evaluate mitigation options. Second, they need to improve understanding of environmental health disparities and develop methods to assess risks. This can be accomplished by analyzing geographic relationships between residential areas and the facilities that contain or generate potentially harmful substances; and evaluation of the potential impacts of those relationships.

We recommend that the City of Tacoma establish an Environmental Justice Task Force (similar to Seattle's, enacted by Mayor Norm Rice in 1995) that participates in planning actions through community outreach. The task force would identify gaps in current City protocols and policies, and assess how those protocols/policies might negatively affect residents. City departments can also incorporate environmental justice goals into their planning efforts. For example, Seattle Public Utilities has formed a

**We recommend that the City of Tacoma
create an Environmental Justice Task Force
to participate in planning actions through
community outreach.**



Disadvantaged populations bear a larger share of climate change's negative impacts, and future generations will be left grappling with the consequences of our actions and inactions today. LORIE SHAULL, WIKIMEDIA COMMONS

division of Environmental Justice and Service Equity to better serve the City's Race and Social Justice Initiative.

One case in which such a task force might be useful is relates to the current debate over whether Tacoma should build a Liquid Natural Gas (LNG) facility at the Port of Tacoma. Proponents argue that it would be part of a responsible transition to clean burning fuel. Opponents counter that those benefits are outweighed by the potential facility's long-term risk of contaminating the local environment, as well as environmental damage associated with the hydraulic fracturing ("fracking") used to extract LNG. If the City had an Environmental Justice Task Force to independently review the proposal with data-driven assessments and a holistic view of outcomes, the potential for a safer, more equitable project would increase. Additionally, this task force might play a role in communicating with the affected communities in a spirit of sincerity and transparency. At the very least, such a quasi-independent body would contribute a helpful level of review and assessment relating to protection of public health, safety, and resources.

In addition to the city of Tacoma, an environmental justice task force would have the opportunity to positively impact the entire surrounding the region, an important consideration given the city's environmental footprint. Such a regional-based approach might take after the approach of the Puyallup Tribe, who, on March 6, 1995, formally recommended that the EPA designate the Commencement Bay Superfund Site and the 1873 Survey Area of the Puyallup Reservation as an Environmental Justice Site for all agency programs and actions. The purpose was to apply environmental justice review on a multimedia basis to agency actions affecting members of the tribe who rely on the living resources of Commencement Bay. The Puyallup Tribe's actions show a recognition that development actions can affect populations outside the footprint of the development's boundaries. The City of Tacoma's planning and development actions have consequence for many outside of Tacoma's boundaries, just as Seattle's housing policies have affected the whole western side of the state. Adjusting the assessment of negative externalities to encircle the entire region would therefore have the potential to innovate the kinds of projects and priorities with which the City moves forward as it grows.

Additional Suggested Protocols

In addition to the above top-line, widely applicable protocols, we feel that there are substantive additional actions that the City can take to promote and sustain an Asset-based Community Development planning model.



Government can welcome citizens' ideas and out-of-the-box thinking. UNKNOWN, WIKIMEDIA COMMONS



Civic Mobilization Outreach Program

We recommend the City prioritize genuine community engagement in its planning processes. A worthy goal at the outset of any planning process is to provide opportunities for community members to become more actively engaged in current and subsequent planning processes. Though city planners and other government officials can go further in engaging community members by asking the participants in attendance at public meetings for help in identifying important representatives of their communities who might help in community asset mapping exercises, they would be well served by offering a more proactive alternative that allows the community to help lead and take ownership in the planning process. One such approach that has potential to be effective is a Civic Mobilization

Outreach Program. This program would be effective as a component of large planning actions to increase public participation in local government and planning processes. The goal of such efforts would be to identify leaders who could ultimately perform a role in formation of community development strategies. In a week-long program that would occur at the outset of a community planning action, City of Tacoma staff (and partners) would organize an exercise to build a supportive network of citizens, and would provide strategies to increase community participation, civic education, and advocacy training. One configuration of those exercises is as follows:

- 1. **Participation (2 days):** Form a steering committee comprised of local leaders and influential members of a community that develops strategies for maximizing community participation in upcoming planning exercises. This steering committee would bring members of the community together to learn and work together in a setting that encourages communication and collaboration.
- 2. **Civic education (1 Day):** City staff would hold classes to provide a “civic primer” to the steering committee and invited community members. In those classes they would teaching definitions, procedures, and policies associated with the planning actions or proposed development. Topics might include explanations of EIS, mitigating actions, zoning definitions, and land-use definitions, among others.
- 3. **Advocacy training (2 days):** The City would partner with an organization (e.g. the Hilltop Action Coalition, University of Washington Tacoma) to educate the participating community members about effective and respectful advocacy strategies. This would increase the probability that citizen participation is sustained throughout planning and development processes.

By incorporating an outreach program like this into their standard practices, the City of Tacoma might increase its rates of community participation in planning actions, in the process forming or strengthening partnerships with community organizations, civic instructors, and centers of education.



Top: Representatives of the Tacoma Police Department meet with high school aged students to discuss their safety concerns as part of Project PEACE. By inviting youth to participate in this project, the City demonstrates its commitment to including diverse community members in a project that stands for improved quality of life for all. TACOMA WEEKLY

Bottom: Councilmember, Victoria Woodards (now Tacoma's Mayor), speaks about Project PEACE to a group of community members. By hosting such meetings at different community-based, gathering spaces, at various times of day to appeal to different schedules, the City can provide new platforms for residents to voice their concerns and meet with others to create solutions. KBTC

Traveling City Council meetings are a mechanism for breaking down the barriers that prevent more people from attending public meetings.



Street Teams: Door-to-Door Outreach, Creating Peer-to-Peer Networks

Even during the current era of smartphones and social media, word of mouth communication remains an important and effective means of disseminating information. Personal interaction helps build trust and provides community members the opportunity for more than a passing look at a scheduled city planning action. As such, we recommend the City of Tacoma hire part-time staff or interns to form a “street team” trained to deliver important messages directly to people where they live or at the local places they visit frequently. This would serve to both help inform community members of important information and engage youth who might participate in their community's development. By creating pop-up events at local grocery stores, schools and other appropriate venues throughout Tacoma, City staff and/or interns would reach community members in a casual context, thereby locating conversations in a more neutral space. The City might partner with area institutions of higher education, whereby students interested in community engagement-related careers could gain valuable experience.



Traveling Representation

Traveling City Council meetings are a mechanism for breaking down the barriers that prevent more people from attending public meetings. By holding informal meetings at neighborhood locations, City of Tacoma staff can increase social and political capital in a place that is familiar and accessible to community members. As part of this, the City could partner with high schools, community centers, local nonprofits, and other entities. City Council members could make it a point to attend their district neighborhood council meetings as well, using the aforementioned mass-texting option, door-to-door, or other means to communicate the dates they plan to attend the meetings.

Additionally, at the outset of planning exercises, the City might consider inviting the community's political representatives to associated public meetings. Public meetings are often facilitated by City staff to inform a given community of a planning or development action; including the area's political representation in meetings could amplify the sense that the City is there to listen to and discuss their constituents' (residents') concerns.



Kiosk Participation Outreach

By placing kiosks (ATM size) in high traffic public places (e.g. supermarkets) with interactive screens capable of recording resident comments, the City of Tacoma can increase communication and public awareness of local events and politics, as well as solicit information through cognitive mapping. Cognitive mapping is a type of mental recollection which allows an individual to view, code, store, recall, and decode information about the relative locations and attributes of places of personal significance. The technology is easily integrated into mobile applications (phones, tablets) for use in different settings. Existing funding opportunities are available for this type of program, such as NSF's Smart and Connected Communities program (See: NSF Report). Additionally, partner organizations might obtain funding through HUD Section 4 Capacity Building for Community Development and Affordable Housing (See: HUD Report).



Mass-text Communication

A mass-text communication system, with multi-lingual options that account for Tacoma's ethnic and linguistic diversity, is an easy and potentially cheap program that provides another platform for bridging the gap between community members and government officials/departments. There are already numerous available text software that could enable city-wide communication (See: Everbridge report and AlertMedia report). By utilizing such technology, important events and public meetings can be communicated to the greater public. This sort of communication should be two-way in its design. As such, citizens would also be able to relay their messages to the City. This platform for therefore supports equitable development and increases social and political capitals.



Oral Histories

Collecting the stories of a community's residents can be an important way for city planners to understand the lived experience of a neighborhood, which can inform community development work in impactful ways. In recording personal narratives of community members, the City of Tacoma would add additional nuance to the qualitative and quantitative data gathered in public meetings. To carry out this program, the City could partner with a local university or nonprofit that would develop a standard procedure for recording and archiving these oral histories. These oral histories would be used to retain the City's culture and history, and as such could be influence planning strategies that are sensitive to communities' residents.



Full-service Community Schools (FSCS)

An FSCS involves not just a physical structure (a school), but also the creation of partnerships between schools and other community services. The FSCS program encourages coordination of academic, social, and health services through partnerships among: (1) public and secondary schools; (2) schools and local education agencies; and (3) community-based organizations, nonprofit organizations, and other public and private entities (U.S. Department of Education 2017). An FSCS becomes a community hub capable of fostering communities that are stronger, healthier, and more resilient (Institute for Educational Leadership 2017). In its current form, most schools focus on developing human capital of children and their immediate families. Schools should be developed beyond the current model to include health and social services for a broad range of community members.

McCarver Elementary school is well staged to become one such FSCS. It already houses offices for Tacoma Public School District and offers extended library hours to increase access to the community. Additional health and social services programming could be expanded upon to make the school a space that fosters human capital for the entire community. Additionally, Tacoma's WorkSource organization might open offices in various neighborhoods throughout the city, thereby reaching more of its residence base.

Schools could be developed beyond the current model to include health and social services for a broad range of community members.

As a possible expansion within the FSCS model, schools could also house neighborhood workforce centers and help adults access employment. These workforce centers should provide a multidisciplinary approach to workforce training. The shared spaces, created in conjunction with FSCS, would provide a place- and people-based approach to community development. Case managers could be tasked with helping to connect community members with social services, skills training, and educational opportunities. Case managers could be assigned to this worker development in a permanent position or as rotating city liaisons.



Generate Hyper-local Data

The City of Tacoma might consider using hyper-local data to create more representative metrics for planning purposes, as part of attempts to limit development-related displacement of neighborhood residents. The potential for this was apparent to us in the Hilltop Sub-area Plan as we reviewed the data used to identify metrics for affordable housing development. The City used Pierce County median incomes to identify goals for providing affordable housing opportunities. Yet, the identified Hilltop neighborhood median household income was significantly less than Pierce County's. In effect, using Pierce County median income increases the threshold that both the City and developers use to assess a population's ability to afford new housing. This might result in current residents getting priced out when new development occurs.



Sustainable Design Standards

Steady progress in green building design and carbon zero footprints make sustainable development more attractive, especially given long-term energy savings, but high upfront costs mean that incentives are needed to drive implementation. City governments like Tacoma's can play an active role in providing those incentives. We recommend that the City set sustainable design standards and implement tax credits for renovations on existing structures in the following categories.

We recommend that the City set sustainable design standards and implement tax crediting for renovations on existing structures.

Building codes: a jurisdiction's current codes, ordinances and permit processes may require updates to allow for sustainable design and green building practices. We recommend consulting the Sustainable Design & Green Building Toolkit for Local Governments developed by the EPA. (See: Report)

Building design: Consider carbon neutral design strategies that take advantage of the sun and wind, passive solar heating, natural ventilation, and daylight to reduce reliance on nonrenewable resources. We recommend consulting the Carbon Neutral Design Project developed by the AIA. (See: Report)

Use public rooftops to increase physical capital: Community gardens or solar arrays can increase a community's physical capital and provide more sustainable building futures. Proud Green Building provides an example of a city implementing solar arrays here. (See: Report)

Green infrastructure design: Use vegetation and rain gardens (and other natural design methods) to mitigate water runoff while creating a healthier urban environment. We recommend consulting the Green Infrastructure Modeling Toolkit developed by the EPA. (See: Report)

The final section of this toolkit contains suggested policy improvements for the City of Tacoma. This section focuses on natural, physical, and financial capitals. The policies we discuss relate to improved social and environmental outcomes, particularly regarding affordable housing.

Provide Tenants with Legal Pathways to Become Homeowners

Tacoma is experiencing dramatic growth that can be burdensome. Seattle-Tacoma's housing market increased by 11% in 2017, making it one of the hottest markets in the nation. Pierce County itself is one of the fastest growing counties in the nation, and the City's housing stock is not keeping up. When homeowners of low-income apartment buildings and houses sell their buildings for conversion to higher income-producing properties, displacement is a common consequence. We recommend that the City establish laws that give tenants, and particularly low-income tenants, unique rights to be the first to collectively purchase the properties in which they live as part of efforts to prevent displacement. In doing so, the City should better promote and expand their current Down Payment Assistance Program to help low-income tenants successfully attain homeownership.

Create an Affordable Housing Trust Fund or Levy

The Tacoma Housing Authority is seeing an increase in housing needs and either decreasing or stationary funding from traditional sources. This means that, as the City's preeminent provider of affordable housing, they are increasingly unable to adequately help those who need affordable housing. The City should strongly consider creating an affordable housing fund or a similar type of revolving loan fund that can help developers finance construction or renovation of low-income housing. The fund could serve as a source for bridge loans, making projects with rent restrictions economically viable by leveraging low-income housing tax credits (LIHTC) and conventional loans. Such a fund can also be used to help nonprofits with pre-development costs. Funding can come from real-estate transfer and interest-related fees and taxes, or developer contributions associated with project approvals or general fund contributions.



We encourage the City to create an affordable housing fund, or some other type of revolving loan fund, to help developers finance construction of low-income housing.

HALA: Seattle's Housing Affordability and Livability Agenda

Seattle responds to their housing needs with proactive and collaborative approaches

Seattle's rapid growth in the past decade has drastically affected housing costs in Seattle. Municipalities like Everett and Tacoma have felt a strain on housing due to this growth as well. To help mitigate those costs and develop more affordable housing, Seattle launched an ambitious housing policy initiative to encourage more sustainable growth. The Housing Affordability and Livability Agenda (HALA) outlines 5 separate strategies to preserve and cultivate affordable housing in Seattle:

1. Mandatory Housing Affordability (MHA), which requires developers to either build a certain number of affordable homes within their projects or make a one-time payment into an affordable housing fund. This is currently being phased into the City's neighborhoods and is now in effect in 5 areas.
2. Increased resources for Affordable Housing
3. Preservation, Equity, and Anti-Displacement
4. Promoting Efficient and Innovative Development
5. State Legislative Goals

Additionally, Seattle voters doubled the existing Housing Levy and strengthened legal protections for tenants. To find more info on this new policy, visit <http://www.seattle.gov/hala>.

Enact Rent Control and Income Restriction Laws

Sometimes referred to as rent leveling or rent stabilization, rent control helps prevent displacement in booming housing markets by limiting the amount that landlords can raise apartment rents. Rent control policies vary dramatically in their scope and details. Some focus on annual rent increase maximums. Others restrict the number of times rents can change. Rent control may also restrict the price at which vacant apartments can be leased. A Maximum Base Rent (MBR) system is one way to help facilitate fair housing practices. The MBR is the maximum amount of rent a landlord can charge to a tenant with rent control, and is typically increased every 2 years by a predetermined percentage. Rent control is typically a community-driven change that leads to the new policy and a rent control board, which oversees landlord adherence. Unfortunately, state law prohibits municipalities to enact these kinds of measures. We recommend that the City of Tacoma advocate for the repeal of this prohibition, and if allowed to do so in the future, revisit rent control options with an affordable housing committee.

Financial Support for the Formation and Expansion of Community Land Trusts (CLT)

Community land trusts (CLT) increase long-term community assets. Most notably, they have the potential to provide owner-occupied homes that remain affordable in perpetuity. For this to occur, CLTs enter into a long-term, renewable lease of the land with a low-income buyer. In return, homeowners agree to sell the home to another low-income household. Price limits are set to ensure that the properties remain affordable. The classic CLT is a nonprofit, corporate community membership governed by a board that balances the interests of residents, community members, and the greater public to promote wealth-building and retention of public resources. We suggest that the City allocate grant money or to dedicate a certain percentage of its annual budget towards the development and expansion of CLTs. Additionally, the City might direct municipal resources toward design of effective CLT models with community nonprofits and other community members (see Appendix 1 for visual diagram of how a CLT operates).

Enact Tenant Protection Bills

Laws that prevent landlords from evicting tenants for unfair reasons are imperative for preventing displacement of local residents and

gentrification of entire neighborhoods or districts. Tenant protection laws shield residents from arbitrary evictions, foreclosure related evictions, and landlord retaliation after tenants assert their rights. The City of Tacoma currently has an Landlord-Tenant Program that offers 1) information and referrals regarding rent, deposits, and maintenance issues; 2) building code inspections; and 3) training and education services. Based on the limitations of this program, the City might consider strengthening its tenant protection laws. Among potential stipulations that the City could include in tenant protection laws, we recommend the following:

- Outlaw owners from making a buyout offer within 180 days of a tenant explicitly refusing one.
- Make it unlawful for an owner to make a buyout offer without informing tenants of their right to stay in their apartment, to seek an attorney's advice, and to decline any future contact on a buyout offer for 180 days.
- Make it unlawful for an owner to threaten a tenant (in connection with a buyout offer), to contact a tenant at odd hours, or to provide false information to a tenant.
- Require developers to provide Certificates of No Harassment (CONH).

Create a Department of Tenant Advocacy

We propose that, in addition to making its landlord-tenant laws more robust, the City might create a department that monitors tenant protection plans and ensures compliance with the administrative code. This department could operate independently or be housed within the City's aforementioned Landlord-Tenant Program. As part of this new department, the City might establish a system for responding to comments, questions, and complaints about tenant protection plans and policies, and to communicate with tenants affected by repair or remodeling work in nearby units. This department could monitor sites where a tenant protection plan is required, ensuring compliance to plans and policies. We believe that, most importantly, this department would also provide tenants access to legal services when a landlord-tenant dispute arises. The disputes falling under this purview would include but not be limited to eviction issues, rent and deposit disputes, or unit maintenance and repairs. In such a city-sponsored program, low-income individuals would ideally receive full legal representation in court, and others could access brief legal help.

We recommend the City strengthen its tenant protection laws.

Land Banks

Land banks facilitate housing development by removing City debts, unpaid back taxes, and other types of liens on properties prior to transferring them back to the private sector. These processes are usually controlled by nonprofits or public entities with legal authority to acquire and remediate blighted properties. Land banks prioritize low-income housing development and make use of existing properties and infill opportunities to meet growth management goals. Certain costs prohibit private developers from financing robust construction or remodeling of affordable housing. We therefore recommend that the City study and consider the use of a municipal land bank program to help manage property costs, which could encourage affordable housing development.

We recommend that the City consider the use of a municipal land bank program to help manage property costs, which might encourage affordable housing development.

Allow for Principal Resident Tax Abatements

Establishing income-based credits or abatements that reduce homeowner tax liability can help homeowners deal with large assessment increases on their principal residences. Tax abatement policies that target low-income residents, elderly residents on fixed incomes, and those who invest in remodeling and rehabilitation can increase access to homeownership and decrease foreclosure rates. The City could implement this via three policies: establishment of income-based credits or abatements that reduce homeowner tax liability, establishment of income limits, and creation of a tax abatement application.

Establish Small Business Assistance and Home Micro-grants

Providing financial help to homeowners and entrepreneurs is crucial to community development. It enables individuals, families, and small businesses gain independence and stability. The City of Tacoma currently has successes to celebrate and room for improvement in this arena. One notable program already running is called Spaceworks. Spaceworks currently works with landlords of vacant storefronts to allow artists and entrepreneurs to utilize the vacant space for projects and small start-up businesses. The program also provides coworking space for small business incubation. We believe the City should consider expanding this program. It is an innovative and worthwhile approach to fostering grassroots business growth, and there is also potential for it to tie in more substantively with community development.

For example, the City might assist entrepreneurs more robustly by providing grant funds for small business growth. They might also expand Spaceworks' scope to provide access to funds for homeowners who wish to update and/or repair their homes for resale or development of home-based businesses.

Another way the City of Tacoma might encourage community growth and stability is by partnering with local community banks and nonprofits to offer micro-grants. This might help small businesses get off the ground, and homeowners to find capital to modify their homes for resale or for home businesses.

Spaceworks offers an innovative approach to fostering grassroots growth; there is potential to connect its efforts even more with community development projects.

Lastly, the City might also consider rezoning areas of the city that are currently residential but have proximity to either commercial or mixed-use areas. Allowing for mixed-use in these residential zones might facilitate the spreading of commercial activity from nearby areas, which could foster further economic and community growth for the city. This should be done in a manner that prevents displacement of existing residents, as discussed earlier regarding rent control and use of hyperlocal data.

Create a Natural Capital GDP Index (NCI)

The City of Tacoma could develop its own Natural Capital GDP Index (the NCI) to include the value of and costs associated with natural resources and environmental impacts in its financial accounting. The NCI would help the City to align goals and policies that ensure protection of natural assets and reduce clean-up and restoration costs. By forming a process for understanding the economic value of natural assets (land, minerals, forest, water and fishery resources), including impacts of development on that environment, the City could make strong arguments in favor of policies that promote ecological health, including where to allocate resources to those efforts. Ideally, the NCI would evaluate over 20 environmental pollution causes and associated costs to inform development goals (Voora 2008; Guerry et al. 2015). Steve Polasky has done groundbreaking work on how to calculate natural capital that the City could use to develop this Index.

Stephen Polasky and the Natural Capital Project

Working to incorporate the value of the natural world into important decisions and development, promoting natural capital investment for the benefit of the world



Steve Polasky is a co-founder of the Natural Capital Project, and one of the leaders of its environmental service mapping and valuation effort. He is also recognized as a global leading economist working at the intersection of ecology and economics. At the University of Minnesota, Steve Polasky holds the Fesler-Lampert Chair in Ecological/Environmental Economics. His research interests include biodiversity conservation, environmental services, integrating ecological and economic analysis, renewable energy, and game theory. The Natural Capital Project partners' goal is to highlight the close, relevant connections that exist between humans and their natural world, and to show the associated development models that allow for robust testing and utilization to secure the well-being of both. When using this work to address issues like coastal development, clean water, and ecosystem planning, new and innovative relationship models can lead to more targeted investment and reliably sustainable outcomes. way they approach problems related to natural resources is to calculate what natural capital is worth to communities. They try to calculate this in relation to issues at a variety of scales ranging from the question, How much is clean drinking water worth to China? to, How much is lake clarity worth to tourists in Minnesota? As an example, in relation to the latter question, researchers found that tourists were willing to pay for water clarity at their vacation destinations- in fact, an extra \$22 per meter of clarity. In another case, in 2011, NatCap's math showed that it would be cheaper for the Chinese government to pay to relocate residents from disaster-prone mountainsides in the Shaanxi Province and return those areas to wilderness than it would be to provide basic services like roads and fresh water (Moskowitz Grumdahl 2015). This approach has its limitations for determining the ethics of various policy actions, but can be quite powerful for demonstrating when, why, how our communities should allocate resources to protect of natural capital. To find more on Polasky's work with the Natural Capital Project, visit <https://www.naturalcapitalproject.org/>.

The purpose of this toolkit is to serve the City of Tacoma in its “neighborhood revitalization” (community development) efforts throughout its diverse neighborhoods and districts. With help from university faculty, City of Tacoma staff, and professionals from the community, the graduate students of TCMP 554: Community Development created this toolkit with the hopes that the City will demonstrate its long-term dedication to its communities by acting according to values bound by a progressive, community-centered framework. The students named their toolkit the Asset-based Community Development Toolkit to emphasize the importance of beginning every planning process by accounting for the existing resources (assets) of a given community.

The students produced this toolkit based on the idea of addressing sustainable development’s triple bottom line, which encompasses social equity, environmental vitality, and economic prosperity. Sustainable development calls for a balancing of the three to plan for communities that flourish long-term. The framework, protocol, and policy recommendations provided by the toolkit address the four Lessons Learned, which emerged from the students’ review of recent sub-area planning and revitalization strategies implemented throughout Tacoma. In addition to suggesting that the City adopt the Asset-based Community Development framework, the toolkit recommends -protocols and actions that attend to the previously described seven community capitals, all of which should be supported in Tacoma to encourage healthy, vibrant neighborhoods. The students’ hope is that this report helps the City to build on those capitals. More specifically, they hope that the tools provided herein aid the City in ensuring that all community members are represented in development plans. As part of this, they hope the City of Tacoma is conscientious in its handling of the tensions that inevitably arise when the diverse interests, perspectives, and aspirations of various stakeholders meet, such that community members experience minimal adverse impacts of new development. Finally, the students of TCMP 554 encourage the City of Tacoma to periodically assess the impacts of its strategies to ensure that no group or organization disproportionately benefits from a rising tide of community development that is intended to lift all boats.

The students named their project the Asset-based Community Development Toolkit to emphasize the importance of beginning every planning process by accounting for the existing resources (assets) of a given community.



Together the seven capitals create a sustainable community. KA YAN (KAREN) LEE

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