To: Planning Commission
From: Lihuang Wung, Planning Services Division
Subject: Equity and Social Justice Considerations in Housing Actions
Meeting Date: December 4, 2019
Memo Date: November 26, 2019

Action Requested:
Discussion and guidance.

Discussion:
At the December 4, 2019 meeting, the Planning Commission and members of the Human Rights Commission will participate in a dialogue on integrating equity and social justice considerations into upcoming planning projects initiated through the Affordable Housing Action Strategy (AHAS). The Planning Commission has begun discussions of a proposed scope of work to implement AHAS 1.2: Inclusionary Zoning and AHAS 1.8: Diverse Housing Types. These actions have the potential to make significant changes to Tacoma’s housing and zoning framework.

As part of the 2019 amendments to the Housing Element, the City Council (and Planning Commission) recognized that broad engagement and a strong focus on equity will be particularly important to the success of these initiatives. As the citizen commission advising the City Council on actions to reduce cultural, social and economic disadvantages, the Human Rights Commission is well-situated to contribute to these discussions. The Human Rights Commission has designated a Housing Taskforce to engage directly in the project.

The objective of this meeting is to determine how the two commissions will collaborate on the policy analysis, public engagement or other aspects of the upcoming effort. Staff from both commissions will support an open discussion of the following general topics:

- Each Commission’s roles in housing matters
- Key policy themes and issues
- How to focus and structure a collaborative effort
- Community engagement strategies and messaging
- Next steps and schedule

Project Summary:
As part of the 2019 Annual Amendments, the City Council adopted updates to the One Tacoma Comprehensive Plan Housing Element integrating the AHAS as an implementation strategy and updating policies related to “Missing Middle” housing, inclusionary zoning and equitable access to opportunities, as recommended by the Planning Commission. The Council also received the Planning Commission’s implementation recommendations calling for a robust, equitable and broad public engagement effort for the following AHAS actions:

Action 1.2: Modify inclusionary housing provisions to target unmet need and align with market realities.
Action 1.8: Encourage more diverse types of housing development through relaxed land use standards, technical assistance, and financial incentives.

While the AHAS approaches these planning actions primarily through the lens of affordable housing, there is strong policy support for evaluating the potential to also make progress in reducing disparities in access to opportunity. Tacoma’s Equity Index demonstrates that access to opportunity varies substantially across the City’s neighborhoods, and that there is a correlation between lower opportunity areas and non-white, lower-income populations. The video listed below also provides Tacoma-specific history and context. Tacoma’s land use framework is one of the tools that the City can utilize to seek to address these challenges.

Potential policy objectives related to housing and equity include:
- Broaden engagement with residents who do not typically participate
- Increase housing choice in all neighborhoods
- Connect people with jobs, transit and amenities
- Reverse historic inequities
- Promote racial integration
- Reduce displacement risk
- Ensure that all neighborhoods benefit from growth

Previous actions:
- Human Rights Commission initial discussion of AHAS Planning actions (11/21/19)
- Planning Commission initial discussion of AHAS Planning actions (10/2/19)
- Council adoption of AHAS Housing Element updates (09/24/19)
- City Council acceptance of the AHAS (September 2018)

Resources:
- Affordable Housing Action Strategy (www.cityoftacoma.org/housing)
- Tacoma’s Equity Index (www.cityoftacoma.org/equityindex)
- How We Got Here: A Reckoning with U.S. and Tacoma History (City of Tacoma Office of Equity and Human Rights) https://www.youtube.com/watch?v=bsRW81F_zR0

Staff Contact:
Elliott Barnett, Senior Planner, (253) 591-5389, elliott.barnett@cityoftacoma.org for more information, visit www.cityoftacoma.org/planningforhousing.

Attachments:
1. Human Rights Commission 11/21/19 Powerpoint
2. Human Rights Commission mission statement
3. Planning Commission AHAS 1.2 and 1.8 Implementation Recommendations
4. Policy summary related to equity in housing actions
5. Equity Index FAQ
6. Tacoma 2025 Infographic Sheet

Peter Huffman, Director
Objective: Start a conversation

*Inviting collaboration between the Human Rights Commission and Planning Commission*

2018 – Affordable Housing Action Strategy (AHAS)
2019 (ongoing) – AHAS implementation steps
*2020 to 2021: Planning evaluation of policy tools to increase housing affordability and choice*

- Will the HRC help identify and analyze *equity* and *social justice* considerations?
Accessibility
- Access to Healthy Food
- Internet Access
- Parks and Open Spaces
- Transportation
- Voter Participation

Livability
- Average Road Quality
- Median House Value
- Nuisance (311)
- Tacoma Crime
- Housing Cost Burden
- Life Expectancy
- Urban Tree Canopy

Education
- 3rd Grade Reading Proficiency
- 7th Grade Math Proficiency
- Age 25+ with Bachelor’s Degree or Higher
- High School Graduation Rate
- Student Retention Rate

Economy
- Households at 200% of the Poverty Line or Less
- Job Index (Proximity/Income)
- Median Household Income
- Unemployment Rate

Equity Index

Tacoma Equity Indices
- Very High
- High
- Moderate
- Low
- Very Low

Percent of White Non-Hispanic
- 0% – 30%
- > 30% – 50%
- > 50% – 70%
- > 70% – 90%
- > 90 – 96.8
## South End

**2018**

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<thead>
<tr>
<th>Below Average</th>
<th>Slightly Below Average</th>
<th>Around City Average</th>
<th>Slightly Above Average</th>
<th>Above Average</th>
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<tr>
<td>School Test Proficiency</td>
<td>Nuisance Index</td>
<td>Open Space Access</td>
<td>Food Access Index</td>
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<td>Average Life Expectancy</td>
<td>Average Road Quality</td>
<td>Student Mobility Rate</td>
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<td>Median Household Income</td>
<td>Urban Tree Canopy Coverage</td>
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<td>Median Home Value</td>
<td>% Population Under 200% Poverty Line</td>
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<td>% Population Under 200% Poverty Line</td>
<td>Crime Index</td>
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<td>4 Year High School Graduation Rate</td>
<td>Job Index</td>
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<td>Housing Cost Burden Rate</td>
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Grade C: 51%

Grade D: 24%

Grade B: 17%

5% Commercial

3% Undeveloped

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## Proctor District

**2018**

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<td>Voter Participation Rate</td>
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B Grade: 46%

Undeveloped: 18%

A Grade: 15%

D Grade: 14%

4% Commercial

3% Undeveloped

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1940
Why AHAS?

- 40% of households in Tacoma (nearly 33,000) are considered “cost burdened”
- Housing costs continue to rise much faster than incomes

What is the AHAS?

A summary of unmet needs among Tacoma residents

Four strategic objectives and 24 supporting actions focused on:

- Production of new homes (Strategic objective 1)
- Preservation of existing homes (Strategic objective 2)
- Anti-displacement and stabilization (Strategic objective 3)
- Removal of barriers to housing (Strategic objective 4)

Implementation Plan

Metrics to monitor and report implementation over time:

- Number of units produced
- Number of units preserved
- Number of households served
Comprehensive Plan and Land Use Code

Comprehensive Plan
- Housing
- Urban Form
- Design
- Transportation
- Environment
- Economic Development
- Parks and Recreation
- Historic and Cultural Resources
- Public Facilities and Services

Land Use Regulatory Code
- Establishes zoning districts
- Determines what types of uses are allowed
- Establishes minimum standards
- Permit processes

Tacoma’s growth vision

*Informs multiple City actions*

Growth Target: 54,741 housing units by 2040
- Primarily multifamily, in Centers
- 75% of residential area is exclusively single-family detached
- Limited area for mid-range density
- Limits housing choices in some areas
Housing Element Updates (2019)

- Implement the AHAS
- Strengthened policy direction
  - Housing access is critical to health
  - Seek to reverse historic patterns of inequity
  - Consider access to opportunity as part of housing actions
  - Inclusionary Zoning (modify and expand existing)
  - Explore “Missing Middle” housing approaches

Inclusionary Zoning is a local government program that requires or incentivizes the inclusion of below-market-rate units in a development that is otherwise a market-rate development.

“Missing Middle is a range of multi-unit or clustered housing types compatible in scale with single-family homes that help meet the growing demand for walkable urban living.”

Diverse Housing Types (1.8) Encourage more diverse types of housing development through relaxed land use standards, technical assistance, and financial incentives.
- Market-based tool
- “Naturally occurring” affordability
- Middle range of housing types
- Infill in existing neighborhoods (typically)

Inclusionary Zoning (1.2) Modify inclusionary housing provisions to target unmet need and align with market realities.
- Market-based tool
- Dedicated affordability in exchange for incentives/bonuses
- Ongoing monitoring
- Higher density projects
How can we increase equity?

For starters...

- Increase housing choice in all neighborhoods
- Connect people with jobs, transit and amenities
- Reverse historic inequities
- Promote racial integration
- Reduce displacement risk
- All neighborhoods benefit from growth

Discussion

- How would the Human Rights Commission like to participate?
  - Provide input and comments
  - Collaborate on equity analysis
  - Help to broaden the public engagement efforts
  - Other?
- Next steps
  - Dec. 4th joint meeting
  - Comments on project scope

Elliott Barnett, Senior Planner
www.cityoftacoma.org/planningforhousing
TACOMA HUMAN RIGHTS COMMISSION

MISSION STATEMENT
In association with other organizations and individuals, we will provide leadership and support in eliminating discrimination and prejudice through enforcement of anti-discrimination laws and education programs.

VISION STATEMENT
The City of Tacoma will be recognized as a bias free city, known for its appreciation and respect for its diverse population and free of prejudice, bigotry, and discrimination.

COMMISSION FUNCTIONS
Commissioners perform three major functions:

• Oversight - review and hear appeals on formal cases filed under the City's anti-discrimination ordinance.

• Policy Making - study relevant community issues and submit its conclusions and recommendations to the Tacoma City Council.

• Public Liaison - organize special committees that focus on areas of interest to the City of Tacoma residents.
Housing Element: Affordable Housing Action Strategy

Planning Commission AHAS Implementation Recommendations

The Planning Commission is tasked with providing recommendations on planning and land use matters to the City Council. The following two AHAS actions relate most directly to the work of this Commission:

**Action 1.2: Modify inclusionary housing provisions to target unmet need and align with market realities.**

**Action 1.8: Encourage more diverse types of housing development though relaxed land use standards, technical assistance, and financial incentives.**

In light of the potential of these actions to support achievement of AHAS goals, the Commission recommends that the City Council initiate broad, data-supported policy analysis and community engagement efforts for **AHAS Actions 1.2 and 1.8.**

Consideration of significant zoning changes generates major interest and the potential for controversy. The increasing housing challenges in our City and region touch everyone, yet more understanding is needed of the causes, the links with related community values, and how these together inform the range of options. Furthermore, these policy tools are complex and technical, which can make them difficult for people to understand.

A broad, intentionally inclusive and strongly data-supported public engagement and policy development approach is needed. Such an approach can build shared understanding of the issues, help to identify common ground between diverse stakeholders, maximize achievement of the community’s goals, avoid unintended consequences, and build trust in the process. All stakeholders should have the opportunity to participate meaningfully, including low-income households most in need of housing options, yet who may not feel empowered to participate. The City should also explore the potential to collaborate at the regional level as Puget Sound communities grapple with the same housing challenges.

The Commission recommends the following multi-phased implementation approach:

**PHASE 1: Scoping, public engagement and data gathering**

- Initiate a broad, diverse and data-informed public engagement process with an emphasis on engaging under-represented communities to identify options for analysis
- Integrate an active role for internal stakeholders, partner entities and City Commissions, in coordination with broader AHAS implementation steps
- Benchmark to learn from other communities
- Identify lessons learned from ongoing AHAS implementation efforts (including the Residential Infill Pilot Program and existing Inclusionary Zoning standards), and implement near-term enhancements
- Identify and coordinate with related City, state and regional housing policy and implementation strategies
**PHASE 2: Policy and regulatory changes**

- Build on and continue to deepen and broaden community engagement
- Identify and study potential alternative strategies and consider phasing options
- Coordinate with regional and state policy efforts including PSRC’s Vision 2050 and the required GMA Comprehensive Plan Periodic Review
- Evaluate the impacts of any potentially significant changes to Tacoma’s growth strategy and identify appropriate mitigation actions
- Council action to update the Comprehensive Plan, zoning and development standards to implement the preferred approaches, along with any identified mitigation steps

**PHASE 3: Implementation and ongoing evaluation**

- Implement the Council’s action, supported with robust education and technical support to promote housing development
- Conduct ongoing monitoring and evaluation of the outcomes and consider revisions as appropriate
- Foster ongoing community empowerment in implementing and improving Tacoma’s housing strategies

The Planning Commission stands ready to fulfill its role in these major and important policy initiatives.
Policy Summary:
Housing and Access to Opportunity

Housing and Opportunity
Connecting people with housing that meets their needs and provides access to opportunity is a long-standing policy priority of the City Council, as reflected in the One Tacoma Comprehensive Plan. Recent policy actions have strengthened this priority and call for actions to address historic inequities.

**OPPORTUNITY** is a situation or condition that places individuals in a position to be more likely to succeed and excel. High opportunity indicators include: high-performing schools, availability of sustainable employment and living wage jobs, stable neighborhoods, transportation availability and mobility, and a healthy and safe environment (*Kirwan Institute for the Study of Race and Ethnicity*).

The Comprehensive Plan builds on and reinforces the Tacoma 2025 Strategic Plan which strongly emphasizes equity and access to opportunity. The Housing Element references Puget Sound Regional Council’s Access to Opportunities analysis, reflecting that there are disproportionate opportunities available to residents of different neighborhoods of the City. The Housing Element also now references the City of Tacoma’s Equity Index which brings a more refined analysis that incorporates more Tacoma-specific data to inform policy and programmatic choices through an equity lens.

Policy Summary

One Tacoma Comprehensive Plan – Housing Element
The Housing Element is the city’s policy framework for housing issues, and addresses requirements under the Washington State Growth Management Act and the Pierce County Countywide Planning Policies.

The goals and policies in this chapter convey the City’s intent to:

- Ensure adequate access to a range of housing types for a socially-and economically-diverse population.
- Support fair, equitable, healthy, resource efficient and physically-accessible housing.
- Concentrate new housing in and around centers and corridors near transit and services to reduce the housing/transportation cost burden.
- Increase the amount of housing that is affordable, especially for lower income families and special needs households. Promote a supply of permanently-affordable housing for Tacoma’s most vulnerable residents.
- Expand the number and location of housing opportunities, both market rate and assisted, for families and individuals throughout the city.
In 2019, the City Council added the following text to the Housing Element:

**Rectifying Historic Inequities**
The City of Tacoma recognizes that historic displacements, as well as more recent covenants, redlining, zoning, and other practices, have explicitly or implicitly excluded some groups based on race and income from fair access to housing. This in turn denied those groups equitable access to schools, parks, pathways to building family wealth, and other opportunities they might otherwise have chosen, resulting in multi-generational negative impacts. Tacoma’s policies commit to reversing this legacy of inequitable practices by enacting policies, zoning and programs that help to remove barriers where they exist, meet the growing need for diverse housing options, and provide equitable access to opportunities.

*The Housing Element provides strong policy direction on housing access:*

**Housing Access**
Housing supply and household income are not the only factors determining access to housing. Discrimination in the housing market, gentrification, and the changing nature of households over time also influence access to desired housing. The following policies address discriminatory barriers to fair and equitable access to housing and the impact of gentrification and displacement, particularly for under-served and under-represented populations.

**Goal H–2 Ensure equitable access to housing, making a special effort to remove disparities in housing access for people of color, low-income households, diverse household types, older adults, and households that include people with disabilities.**

Policy H–2.1 Foster inclusive communities, overcome disparities in access to community assets, and enhance housing choice for people in protected classes throughout the city by coordinating plans and investments with fair housing policies.

Policy H–2.2 Support barrier-free access for all housing consistent with the Americans for Disabilities Act (ADA). Consider additional actions to increase access such as implementation of visitability and universal design features.

Policy H–2.3 Coordinate plans and investments with programs that prevent avoidable, involuntary evictions and foreclosures.

Policy H–2.4 Evaluate plans and investments and other legislative land use decisions to identify potential disparate impacts on housing choice and access for protected classes.

Policy H–2.5 Evaluate plans and investments for the potential to cause displacement in areas with concentrations of communities of color, low and moderate-income households, and renters.

Policy H–2.6 When plans and investments are anticipated to create neighborhood change, pursue corrective actions to address involuntary displacement of under-served and under-represented people.
Use public investments, incentives, and programs, and coordinate with nonprofit housing organizations, to mitigate the impacts of market pressures that cause involuntary displacement.

Policy H–2.7 Encourage a range of housing options and supportive environments to enable older adults to remain in their communities as their needs change.

Policy H–2.8 Help people stay in their homes through expanded tenant’s protections, providing resources for households experiencing a crisis, increasing community organizing capacity, and other means.

One Tacoma Comprehensive Plan - policy themes
The Comprehensive Plan incorporates two primary emphases at the intersection of housing and access to opportunity:

1. Locate affordable housing in high opportunity areas.

   **H–3.2.** Locate higher density housing, including units that are affordable and accessible, in and around designated centers to take advantage of the access to transportation, jobs, open spaces, schools, and various services and amenities.

   **H–3.6.** Locate new affordable housing in areas that are opportunity rich in terms of access to active transportation, jobs, open spaces, high-quality schools, and supportive services and amenities.

2. Invest in low opportunity areas.

   **Housing Policy H–3.5.** Improve equitable access to active transportation, jobs, open spaces, high-quality schools, and supportive services and amenities in areas with high concentrations of under-served populations and an existing supply of affordable housing.

   **Public Facilities and Services Policy PFS–4.9.** Provide equitable levels of service by accounting for existing community conditions, considering how decisions will impact varied geographic, racial and socio-economic groups, and embedding service equity criteria into decision-making processes.

   **Parks and Recreation Policy P–1.2.** Prioritize investment in acquisition and development of parks and recreation facilities in areas where need is greatest, including: a. Where availability and access to facilities is lowest; and b. Where the greatest population growth is occurring or forecast, such as the mixed use centers.

   **Transportation Policy 3.8 Equity in Transportation.** Support the transportation needs of traditionally underserved neighborhoods and vulnerable populations, as listed under Goal 2, through investment in equitable modes of transportation and equal spending throughout the City, in addition to potential catch-up investment for areas in need as necessary.

   **Economic Development Policy EC–2.2.** Encourage investment in, and alignment of, public efforts to reduce racial, gender, ethnic and disability-related disparities in income and employment opportunity.
What is the Equity Index?

The equity index is similar to opportunity mapping and highlights success and obstacles connected to upward mobility. The Index consists of 20 indicators within the Tacoma 2025 Strategic Goals: Accessibility, Education, Economy, and Livability.

Why did the City create an Equity Index?

The City of Tacoma’s Office of Equity and Human Rights (OEHR) was created in October 2014. The purpose of OEHR is to support the organization as we carry out the goals of the City’s Equity and Empowerment framework, which was also proposed and unanimously adopted by the City Council that year.

While conducting public outreach for the Tacoma 2025 Strategic Plan, staff and consultants identified four major themes that were consistently brought up in discussions with community members: Equity, Opportunity, Partnerships, Accountability.

More specifically, community members have indicated a strong desire to see “equity and racial justice”, race and social equity analysis of public programs, and support for new immigrants. This charged helped establish the goals and analysis to create the Equity Index.

How did the City create the Equity Index?

Working with Ohio State University’s Kirwan Institute of Race and Social Justice, the City compiled the Equity Index to help facilitate data-driven decision-making processes to enable leaders to better distribute resources and plan funding of programs and services to minimize inequities and maximize opportunities.

The indicators displayed in the Equity Index have been shown to have a direct correlation to equity. For more information, please reference the additional document on the evidence-based research determinant categories. The information is measured granularly by census block group.
### Accessibility:
- Average Road Quality
- Internet Access
- Parks & Open Spaces
- Transit Options & Access
- Voter Participation

### Education:
- 4 Year High School Graduation Rate
- 25 Age+ with Bachelors' Degree or More
- Average Test Proficiency
- Average Student Retention Rate

### Economy
- Households at 200% of the Poverty Line or Less
- Median Household Income
- Tacoma Jobs
- Unemployment Rate

### Livability
- Cost Burden
- Tacoma Crime Index
- Tacoma Nuisance Index
- Urban Tree Canopy

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**What does Very High or Very Low Equity mean?**

Very High Equity represents locations that have access to better opportunity to succeed and excel in life. The data indicators would include high performing schools, a safe environment, access to adequate transportation, safe neighborhoods, and sustainable employment. In contrast, Low Equity areas have more obstacles and barriers within the area. These communities have limited access to institutional or societal investments with limit their quality of life.

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**Why is the North and West End labeled Red?**

When looking at data related to equity and social justice, we want to be mindful to not reinforce historical representations of low income or communities of color as bad or negative. To help visualize the areas of high opportunity and call out the need for more equity we chose to use red and flipped the gradient to highlight disparities within the community. In addition, we refrained from using green or positive colors with referring to dominant communities (white communities).

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**Can I add more data and indicators to the Equity Index?**

Yes, by downloading the file and uploading it to ArcGIS you can add data and indicators to the Index, and you can import the shape files into your own data base. The indicators and standard deviations are available on ArcGIS online.

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**Can I see additional or multiple map layers?**

Within the left navigation panel, you can aggregate the index layers by social determinate categories; Accessibility, Education, Economy, Livability.

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**How to contact for more information?**

Please send all inquiries to Equity@CityofTacoma.org
What is Tacoma 2025?
Tacoma 2025 is the strategic plan for Tacoma, developed by more than 2,000 residents from May-October of 2014. It guides how City government, partners, and the community can work together to help achieve the community’s vision for a healthy, vibrant, and equitable City of Destiny.

What are the goals for Tacoma 2025?

### Livability

**What does it mean?**
Tacoma residents have connected neighborhoods, accessible and efficient transportation options, and vibrant arts and culture while maintaining affordability.

**For example:**
- Fewer Tacoma residents pay more than 45% of their income towards housing and transportation.
- All residents have proximity and access to community facilities, services, infrastructure, and employment.

### Economy and Workforce

**What does it mean?**
Tacoma Residents can find livable wage jobs in key industry areas. Tacoma will be a place of choice for employers, professionals and new graduates.

**For example:**
- More diverse livable wage jobs.
- Fewer vacant properties downtown and in neighborhood business districts.

### Education

**What does it mean?**
Tacoma produces more graduates from high school and college, links residents to employment in the region, and invests in lifelong learning opportunities.

**For example:**
- All students graduate from high school and are prepared to enter the workforce or pursue further education.
- More residents have access to the internet and other digital opportunities.

### Civic Engagement

**What does it mean?**
Tacoma residents that reflect the diversity of the city are engaged participants in making Tacoma a well-run city through community-led decision making, elected leadership, and volunteer leadership.

**For example:**
- More Tacoma residents participate civically through volunteering and voting.
- More Tacoma residents believe they can have a positive impact on their community and trust their local government.

### Equity and Accessibility

**What does it mean?**
All residents are treated equitably and have access to services, facilities and financial stability.

**For example:**
- Decisions, funding, and strategies use data to address inequitable outcomes such as the equity index.
- More quality out of school time learning opportunities distributed equitably across the city.
- More Tacoma households have a livable wage job within proximity to the city.

How will we work together to accomplish the goals of Tacoma 2025?

**Aligning City programs to the goals of Tacoma 2025**
Tacoma 2025 goal alignment for City budget process
Alignment with City Manager and City Council priorities.
Using the equity index

**Key initiatives to achieve Tacoma 2025 across programs and organizations**
Affordable Housing Action Strategy
Tacoma Creates

**Partnering to achieve the goals of Tacoma 2025**
Anchor Institution Collaborative
Strategic partnerships across all five goal areas.

For more information about Tacoma 2025, visit [www.cityoftacoma.org/Tacoma2025](http://www.cityoftacoma.org/Tacoma2025).
Contact Jacques Colon
Tacoma 2025 Strategic Manager
at [jcolon@cityoftacoma.org](mailto:jcolon@cityoftacoma.org) to learn more about how we can work together to achieve our vision.