February 26, 2016

Seattle City Councilmembers
600 Fourth Avenue, 2nd Floor
Seattle, WA 98124

RE: Hookah Lounge Racial Equity Toolkit Report

Dear Councilmembers:

Please find attached to this letter the final version of the Racial Equity Toolkit report regarding enforcement actions undertaken by city departments at hookah lounges. The final report was delayed because community discussions conducted by the Office for Civil Rights raised a number of larger community concerns, far beyond the operational concerns around hookah lounges. My staff requested additional time to finalize the report to ensure that it included the comprehensive ways that my administration is addressing concerns related to public safety, economic development and investment in the youth of Seattle.

As I mentioned in my State of the City address, my vision is that in 10 years, all of Seattle's young people will have the opportunity to enjoy the benefits that come with a growing city and a growing economy. To that end, I directed the City's Innovation Team, funded by Bloomberg Philanthropies, to focus on assessing and addressing the disparities faced by African American and East African males between the ages of 14 and 24. Their work has led to a number of new and expanded initiatives the City will be pursuing this year. Their recommendations include a new partnership with the Center for Children and Youth Justice to train outreach workers to engage young men and link them to school, jobs, training and other services. We are creating a first-in-the-nation program to respond to the 40 percent of youth-violence cases that involve violence against a family member, reducing the need for youth detention. I have also proposed to provide an additional $200,000 for Career Bridge to expand their work assisting black men aged 18 to 24 with job training, education and other supports. I have challenged Seattle's employers to help us build a national model for youth employment and empowerment by seeking to double the number of paid internships and jobs from 2,000 in 2015 to 4,000 in 2016, and to expand the program beyond just the summer. These are just a few of the programs I have directed city staff since the beginning of my administration to develop and that were mentioned as concerns by the community through the recent process utilizing the racial equity toolkit; more examples can be found in the report itself.

I would also like to highlight the series of community meetings with hookah lounge owners and stakeholders that are not detailed in the report. After halting the series of inspections conducted

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by our Joint Enforcement Team this summer, I asked staff from my Office of Policy and Innovation, the Office of Economic Development, Finance and Administrative Services, the City Attorney's Office, and the Department of Construction and Inspection to meet with hookah lounge owners. Our goal was to discuss the possibility of creating a regulatory business license to more effectively regulate hookah lounges so as to address public health and public safety concerns. While many aspects of those discussions over the last several months were fruitful and there were broad areas of agreement, including security requirements, and advertising restrictions, we were unfortunately unable to reach a final agreement regarding how to best structure membership and guest policies that would allow them to operate without violating the state's smoking ban.

After consulting with Seattle City Attorney Peter Holmes, the City still believes that many of the hookah lounges in Seattle are operating in violation of the state ban on smoking. However, I do recognize that the question is currently before the courts. Specifically, the state smoking ban and how to address the issues of membership and guest policies are central in a lawsuit that Seattle King County Public Health initiated against Medina Hookah Lounge. Since this lawsuit will resolve the critical question of what it means for a hookah lounge to be "open to the public", as compared to membership only, I felt it was best to put off any further discussions regarding a regulatory license and an accompanying membership structure until that suit is resolved. Upon the issuance of that decision by the Judge, and if there is no appeal filed, we would work closely with Seattle King County Public Health to discuss the viability of a future regulatory license.

If any of you have any further questions or concerns regarding issues surrounding hookah lounges, please contact David B. Mendoza, Senior Policy Advisor in my Office of Policy and Innovation at (206)386-1256.

Sincerely,

Edward B. Murray
Mayor, City of Seattle

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Seattle Hookah Lounge Enforcement:
Report on Racial Equity Analysis

I.   Executive Summary

In August 2015, the City of Seattle announced plans to consider closure of all hookah lounges located in the City of Seattle, citing concerns about violence and violations of Washington State's law that prohibits indoor smoking in public places.

In response to community advocacy both in support of and in opposition to the potential closure of the hookah lounges, Mayor Murray directed the Seattle Office for Civil Rights (SOCR) to apply the City's Racial Equity Toolkit to analyze the effect of potential enforcement actions and the effect these businesses have on our community from a public health and public safety lens.[1] [2]

As a part of its commitment to the Race and Social Justice Initiative, the City of Seattle uses its Racial Equity Toolkit to help develop, implement and evaluate policies, initiatives, programs and budget issues, with the explicit goal of understanding and proactively addressing the impacts on racial equity. To conduct its analysis, SOCR reached out to more than 70 stakeholders; stakeholder interviews focused on the racial equity impact of potential City enforcement actions, other racial impacts related to the City's approach, and suggestions for improvement.

The specific issue of hookah lounges in Seattle brought to light longstanding community concerns. Conducting a Racial Equity Toolkit analysis provided an opportunity for the City to hear from communities of color and their perspectives on interrelated systemic problems. In addition to providing legal and health related background information, this report summarizes the Racial Equity Toolkit analysis applied to hookah lounge closures. It compiles data on employment, income, housing affordability, education, health and public safety; outlines the benefits and burdens of enforcement actions and opportunities to address their impacts; lists unresolved resource and partnership needs identified by many stakeholders; identifies significant actions already taken by the City of Seattle to address systemic issues; and includes recommendations from the Seattle Office for Civil Rights.

This report accomplishes two goals:

1. It provides useful background information concerning legal and health considerations involving the operation of hookah lounges.
2. It includes a Racial Equity analysis of this issue, and its relationship to broader concerns expressed by community members.

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[1] Attachment 1: Mayor Murray's letter to Councilmember Nick Licata, dated August 19, 2015.
[2] Attachment 2: Racial Equity Toolkit Hookah Lounges Final

Background Information

This section contains background information regarding the legal status of businesses allowing indoor smoking in Washington State and how code enforcement of nightlife establishments is handled by local authorities. This information was provided to OCR by City departments and offices for inclusion in this report.

Legal Status of Indoor Smoking Lounges in Washington State

Washington's Indoor Clean Air Act (RCW 70.160.030) enacted by an initiative in 2005, prohibits smoking in a public place or a place of employment. For purposes of the Clean Air Act, a "public place" is any indoor public place that is open to the public, and a "place of employment" is any indoor or outdoor place where employees are required to pass through as part of their jobs. Seattle-King County Public Health, which enforces this law with respect to businesses throughout King County, interprets "employee" to include volunteers as well as owners who receive compensation for the time they spend working (rather than through profit sharing based on their ownership shares). While a "private club" is not a public place, merely calling an establishment a "private club" or charging a "membership fee" is not sufficient to establish status as a private club; restricted membership is required for private club status. Under state law, the definition of "smoking" is "the carrying or smoking of any kind of lighted pipe, cigar, cigarette, or any other lighted smoking equipment." According to Public Health, hookahs constitute smoking as they involve a flame. While other states, such as Oregon and California, have exemptions in their state Indoor Clean Air Acts that explicitly allow for cigar lounges and hookah lounges; Washington state law has no such exemption.

The Seattle King County Department of Public Health inspected each of the 11 hookah lounges that allow smoking within their establishments in Seattle in July and August of 2015. The purpose of its inspections was two-fold: first, to determine whether a business is "open to the public," and second to determine if employees are present. This is not a two part test; if a business fails either part, smoking in the establishment is not allowed. Public Health has determined that each hookah lounge that they inspected was an establishment that was "open to the public." Under this determination, qualifying to be a "private club" has to have a greater scrutiny than allowing any person to enter their establishment by paying a "membership fee." Among other items considered by Public Health, membership must be made exclusive, have an application process and be approved by a board. During the summer of 2015, Public Health also inspected the only other two non-hookah smoking lounges that are in operation in Seattle[3] and both met Public Health's criteria for being a private club. Both clubs, among other practices, limit membership by invitation, have an approval process and limit how visitors can gain access.

Neighboring county public health agencies have taken action in the last few years to close hookah lounges. In 2012, the Tacoma-Pierce County Health Department sought a permanent injunction to close the Night Owl Hookah Lounge for violating the Indoor Clean Air Act; the Health Department agreed to a settlement with the Night Owl Hookah Lounge when the Night Owl agreed to prohibit the smoking of tobacco products on its premises. In *Snohomish Health District vs. Hideout Hookah Lounge* (2013), a

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[3] Mercury @ Machinewerks: http://mercuryatmachinewerks.com/uncategorized/welcome-to-mercury-machinewerks/ ; The Vertigo Club: http://www.thevertigoclub.com/

judge in Snohomish Superior Court found that the Hideout Hookah Lounge, despite having a membership fee for entry, was a public place and a place of employment, and granted the Snohomish Health District its request for a permanent injunction to close the hookah lounge.

Joint Emphasis Team
The Joint Emphasis Team (JET) is a City of Seattle interdepartmental team consisting of multiple code compliance-focused City departments, including Finance and Administrative Services, Seattle Department of Transportation, Seattle Department of Construction and Inspections, Seattle Fire Department, and the Seattle Police Department. JET also works collaboratively with County and State agencies, such as Seattle King County Public Health and the Washington State Liquor and Cannabis Board. According to the Department of Finance and Administrative Services, JET proactively addresses city-wide regulatory issues on place-based nightlife venues, through collaborative enforcement and effective information gathering and distribution. JET provides education and emphasizes voluntary compliance with business owners. The JET added all hookah lounges operating in Seattle to their inspection schedule in the summer of 2015.

As described by FAS, JET's mission is to promote public safety and ensure that all businesses are in compliance with city, county and state regulations. Businesses may be identified for JET inspections as a result of reports to SPD and complaints from residents. JET also utilizes Precinct Crime Analysis Units, Community Police Teams, Patrol and Follow-up Units to determine nightlife-related problems and develop specific and measurable problem solving strategies to address any issues. JET provides training to the nightlife industry on "best practices" on how to operate a safe venue and educates on code compliance. Inspections result in initial verbal or written warnings with follow up inspections that can escalate to a variety of outcomes including fines, penalties and providing assistance that can lead to closure.

A typical JET inspection includes a variety of city, county and state employees, always accompanied by uniformed police officers, who enter a business and conduct a variety of inspections looking for code compliance with public health, fire, building code and financial regulations. The JET performs these inspections during peak days and hours such as Friday and Saturday nights between 9pm and 3am. Inspections during these times are conducted to discover violations such as over-service of alcohol, over-crowding of venues and other public safety concerns.

The Department of Finance and Administrative Services reports that in 2015, JET visited 143 businesses throughout the city; some of the businesses were visited multiple times to ensure compliance. The types of businesses visited included restaurants, bars, nightclubs, hookah lounges, street vendors, and locations that host private events. Eleven of the locations inspected were hookah lounges. Attachment 3 is a summary provided to OCR of businesses that were involved JET actions that are now closed. Businesses closed for a variety of reasons; some businesses closed voluntarily, others were evicted and some became financially insolvent once the full nature of their violations were discovered.

2015 Hookah Lounge Enforcement

Over the past couple of years, a number of recurring incidents in proximate location to a handful of hookah lounges came to the attention of the JET after having been reported to the SPD. Incidents and complaints ranged from noise, fights, and intoxicated persons to persons with guns, drive-by shootings and assaults. Between 2013 and 2015 there were a total of 81 incidents of concern at 9 hookah lounges, with 52 of those incidents occurring after 1A[4]M. Of most concern were the 6 homicides that occurred in close proximity to 4 hookah lounges. The proximity of the illegal activities did raise public safety concerns that fell within the normal scope of JET operations, although neither JET nor other city staff or officials ever insinuated or assumed that the owners or patrons of hookah lounges were directly responsible for these incidents.

Prior to the Mayor's decision to address the issue, JET only conducted inspections at locations which had had a pattern of repeat incidents. In the late summer, Mayor's staff and the JET reevaluated their approach to enforcement. At the same time, Mayor's staff identified a recently enacted change to the Seattle business license tax certificate to address the explosive growth of medical marijuana dispensaries in the City of Seattle. This change allowed for a business license tax certificate to be revoked if a business was "operating in violation of the law." Because of this change, JET added all hookah lounges to their list of businesses to inspect. While Seattle King County Public Health had conducted inspections at a few hookah lounges, and is in the process of seeking a permanent injunction to close one location, Public Health had not previously determined whether all hookah lounges were operating in compliance with the WA Clean Indoor Air Act.

Over the next few weeks, JET visited all the hookah lounges multiple times and found a number of violations. Public Health determined that all hookah lounges were either open to the public or had employees present. The Department of Construction and Inspections found building and established use violations while the Liquor & Cannabis Board found that many hookah lounges were not properly purchasing tobacco or keeping records of their transactions. Inspections continued until the Mayor asked JET to stop them while OCR conducted their Racial Equity Analysis, and his staff began a series of discussions about creating a regulatory license to oversee hookah lounge businesses in the City of Seattle.

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[4] Please see Attachment 4 for a table summarizing Seattle Police Department data of incidents at or near hookah lounges from 2013-2015.

II.   Introduction to the Racial Equity Toolkit

The Seattle Race and Social Justice Initiative, coordinated by the Seattle Office for Civil Rights, is the City of Seattle's commitment to end institutional racism in City government and achieve racial equity in the community. As a part of this commitment, the City has adopted use of the Racial Equity Toolkit, a process and set of questions to guide the development, implementation and evaluation of policies, initiatives, programs and budget issues with the explicit goal of understanding and proactively addressing the impacts on racial equity. Racial Equity Toolkit analyses are designed to be conducted by the department or staff working directly on the policy or program under development. The goal is to incorporate the learning into policy and program planning at the outset; the toolkit process does not necessarily result in a report. Due to the specific nature of the Mayor's request, OCR has developed this summary to share the findings of its analysis.

III. Racial Equity Toolkit Analysis

STEP ONE: SET RACIAL EQUITY OUTCOMES

Set key community outcomes for racial equity analysis.
The first step of the Racial Equity Toolkit is to identify community outcomes for racial equity related to the issue being analyzed. For this analysis, the Seattle Office for Civil Rights was directed to conduct a racial equity analysis to better understand the effect of potential enforcement actions on businesses and the affect these businesses have on the community from a public health and public safety lens.

OCR identified the following outcomes:

1. Ensure racially equitable enforcement actions related to hookah lounge businesses.
2. Support racial equity in public health and public safety.

Seattle hookah lounges are typically small to medium sized, people of color-owned businesses that provide a source of income and capital investment. The issues raised by stakeholders regarding the enforcement actions taken by the City extended beyond the specific enforcement to a number of different areas central to the City's work on racial equity. This includes impacts on community development, health, criminal justice/public safety, access to services for immigrants and refugees, and the City's commitment to inclusive outreach and public engagement.

STEP TWO: INVOLVE STAKEHOLDERS AND ANALYZE DATA

Gather information from community and staff on how the issue benefits or burdens the community in terms of racial equity.
The second step of the analysis requires gathering data and involving stakeholders to get a better understanding of the impacts of the policy and the experiences residents and those most affected are currently facing.

a. Racial demographics of neighborhoods impacted

The City's enforcement actions concerned eleven hookah lounges spread out across Seattle. The demographics of the neighborhoods where hookah lounges are located vary. Attachment 5 provides a map overlaying hookah lounge locations with the concentration of people of color who reside in the neighborhood. Five hookah lounges are located in the Central Area and International District, both of which have high concentrations of people of color (between 46% and 91% of residents are people of color). The remaining hookah lounges, located in the downtown area or north in the University District, Sunset Hills and Lake City, have moderate or proportionate representation of people of color living in those neighborhoods.

The majority of hookah lounge owners identified are of either East African or Middle Eastern descent. Members and owners of hookah lounges primarily reside in south Seattle or south King County, communities facing many of the existing racial inequities described in the stakeholder feedback.

b. Stakeholder engagement

To complete this analysis, the Seattle Office for Civil Rights reached out to more than 70 stakeholders, including public health inspectors, police officers, leaders of community-based organizations, hookah lounge owners, hookah lounge patrons, African American and East African American community organizers, the medical director of a children's clinic, public health professionals, neighbors and others. To understand the breadth and depth of the impacts on racial equity, the Seattle Office for Civil Rights intentionally selected four lounges located in neighborhoods with the highest concentrations of people of color to canvas hookah lounge neighbors. Staff also conducted structured interviews and gathered notes from public testimony of City Council meetings pertaining to hookah lounges held on August 10 and August 17, 2015.

Stakeholder interviews focused on the racial equity impact of City enforcement actions, other racial impacts related to the City's approach, and suggestions for improvement. Attachment 6 provides a summary of the input.

c. Existing racial inequities and root causes identified by stakeholders

The Racial Equity Toolkit calls for staff to review data and information received from stakeholders to better understand the existing racial inequities that influence people's lives and that should be taken into consideration when analyzing the issue or policy.

Stakeholders shared a number of root cause factors that they felt created existing racial inequities and exacerbated the issues surrounding hookah lounge enforcement, public health and public safety. This input is explored in greater depth under Step 3 and 4 below.

To better understand the scope of the issues raised, data was collected and analyzed in relation to enforcement actions and public health. The following additional data was collected and analyzed for inclusion in the report:

- Employment data
- Income data
- Housing affordability data
- Education data
- Health data

Information on each data point and related feedback provided by stakeholders is provided below.

Employment data

"There's no opportunity for employment … So many factors keeping youth from the jobs they need. No program prepares them for work tools, get jobs around the city. Unemployed, free youth have nothing better to do than hookah bars and streets."

"There's a difference between Black people having a job versus having a Black-owned business and having the ability to determine your economic future."

"These spaces create opportunities for networking between members by bringing together professionals from many different sectors (techies, doctors, lawyers, professors, college students and other young people); also bring in business for nearby businesses, restaurants, gas station, etc."

A number of stakeholders raised the issue of racial disparities in unemployment and a lack of businesses owned by people of color as a critical component to understanding the impact of the City's potential enforcement actions. Employment data offers an important context to the communities and neighborhoods that these lounges serve. The Black unemployment rate in Seattle is double that of whites, and the highest of all non-white groups. American Community Survey (ACS) data for 2008-2012 is shown in Table 1.

Table 1. Unemployment in Seattle by Race, 2008-12

Race	Unemployment Rate
White	6%
Black/African American	14%
American Indian/Alaska Native	9%
Asian and Pacific Islander	7%
Hispanic/Latino	10%
Two or more races	10%
Other	10%
Total Unemployment	**7%**

(Source: American Community Survey, 2008-2012)

The data in the Table 1 combines the Black population and unemployment disparities that negatively impact both African Americans and African immigrants. However, when disaggregated by national

origin, the unemployment rate for those with sub-Saharan African ancestry living in Seattle soars to 18.4 percent.[5]

Income data

> *"We are facing gentrification and have no opportunity: housing, employment, what do you expect? People will no longer be here in the next few years. Help us in housing, unemployment; build a center, working with local leaders to help build a better future for our youth."*

The analysis included a review of income and poverty data of those most impacted. While the average median income for residents in Seattle is approximately $70,000 a year, the average median income for Black residents (represented by the green bar in the chart below) is just over $25,000.[6]

Chart 1: Median Household Income by Race
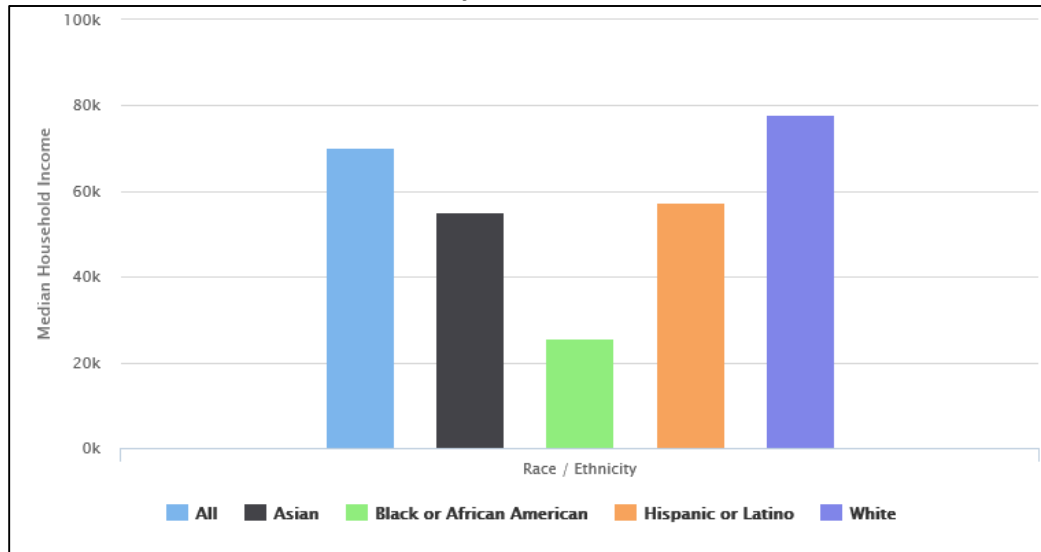
(Source: 2013 American Community Survey 1-Year Estimates)

Attachment 7 provides information on the location of hookah lounges in relation to communities with high concentrations of poverty. Four hookah lounges are located in or on the border of census tracts with over 51% of residents with income below 200% of the poverty level, or $23,540 a year for an individual, $31,860 a year for a two-person household and $48,500 a year for a family of four.

Housing affordability

> *"[Hookah lounges] provide networking support for immigrants in finding housing and an emotional and psychological support system."*

> *"[There is] a lack of affordable housing, the service sector isn't able to afford to live in the city where they work."*

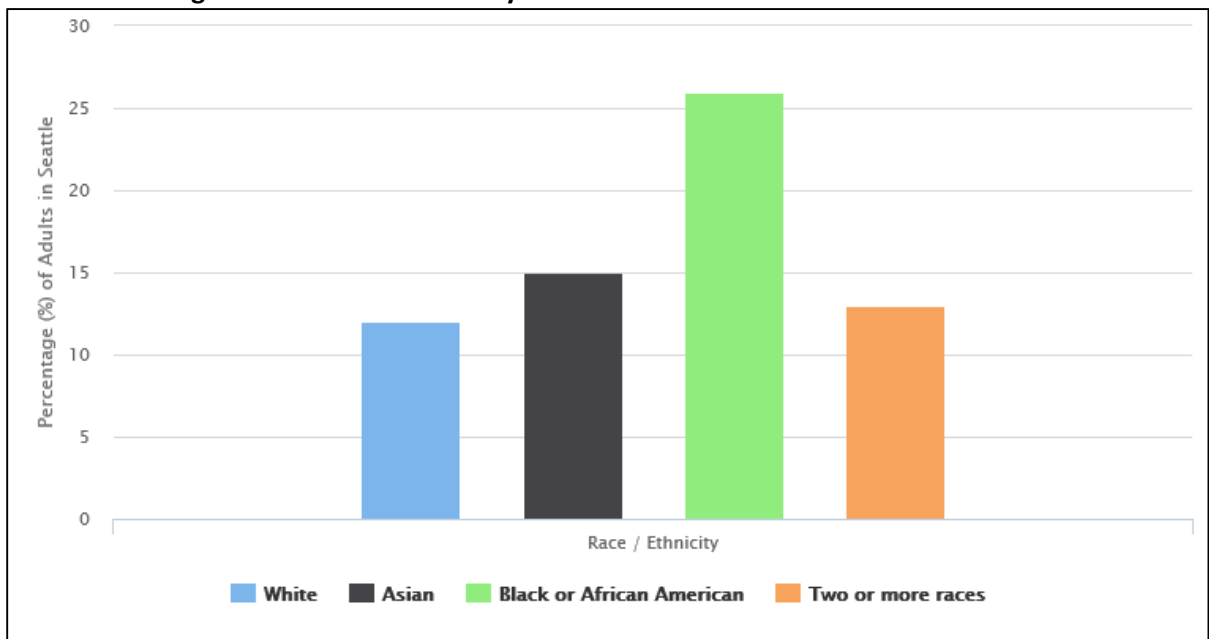[5] 2013 American Community Survey, 2011-2013.
[6] 2013 American Community Survey, 1 Year Estimate.

"[There is a] housing crisis in Columbia City and Rainier Beach. East African grocery stores are going out of business because their customers are displaced. These are the areas we need protection."

Housing affordability was raised by stakeholders as being a part of the overall context both because of the role hookah lounges play in providing a place to network when searching for housing but also as an existing racial inequity that communities of color are facing. Attachment 8 provides information on the location of hookah lounges in relation to residents who are identified as being "cost burdened or severely cost-burdened." These are households that make 80% of the median area income and who pay more than 30% of their income ("cost-burdened") or 50% of their income on housing ("severely cost-burdened"). Six hookah lounges are located in Census tracts where between 17% and 26% of residents are cost-burdened or severely cost-burdened by housing.

Housing cost-burden disproportionately impacts Seattle's Black residents. As Chart 2 illustrates below, 26% of Black renters are disproportionately burdened by housing costs, paying more than 50% of their income on rent.[7]

Chart 2: Housing Cost Burden in Seattle by Race

(Source: Source: U.S. Department of Housing & Urban Development, CHAS, 2006-2010 5-Year American Community Survey, Seattle)

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[7] U.S. Department of Housing & Urban Development, CHAS, 2006-2010 5-Year American Community Survey, Seattle.

Education data

> *"[Hookah lounges are] not the real issue, bigger problems are weapons, school drop-out, education levy doesn't address people of color and goes to organizations not held accountable by community."*

Some stakeholders raised concerns regarding existing racial inequities with regards to access to resources that lead to racial disparities in educational outcomes. Seattle Public School data reports racial disparities in high school graduation rates. Over half of all Native American (51.9%) and nearly half of all Latino (47.4%) and Black/African American (38.7%) students are not graduating on time.

Chart 3: Seattle Public Schools Graduation Rates by Race, Class of 2013
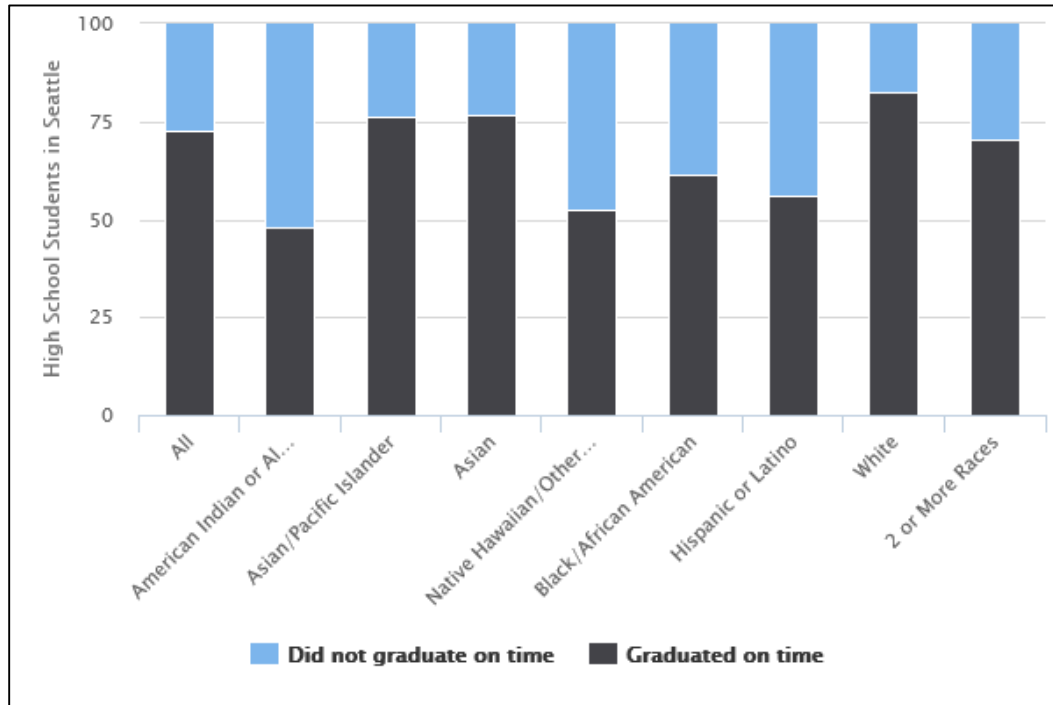
(Source: State of Washington Office of Superintendent of Public Instruction - K-12 Data and Reports)

The racial inequities that exist in graduation rates are also found in other areas of the educational continuum. A recent education report found that "white kids in Seattle are almost ten times as likely as black kids to attend an elementary or middle school with reading tests scores that rank in the top 20% citywide." [8] In a 50-city comparison across the United States, only Miami had a wider gap.

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[8] *Measuring Up: Educational Improvement and Opportunity in 50 Cities*, DeArmond, Michael; Denice, Patrick; Gross, Bethany; Hernandez, Jose; Jochim, Ashley; Lake, Robin, October 2015 as cited in "Seattle schools have one of the nation's largest equity gaps, new study says," *Seattle Times*, October 7, 2015.

Health data

> *"Smoking period is detrimental to our health. That's my role, not safety, health. When it comes to adult, child, or teen, it's very dangerous whether you smoke or just sit in presence."*

> *"Closure of hookah lounges does not address the reason for health inequities in the county – structural racism."*

As shown by the examples above, stakeholders spoke of both the positive and negative impacts on health posed by the City's potential enforcement actions. The Centers for Disease Control reports that hookah smoking carries many of the same health risks as cigarette smoking,[9] including potentially putting the smoker at risk of the same effects, such as:

- Oral cancer
- Lung cancer
- Stomach cancer
- Cancer of the esophagus
- Reduced lung function
- Decreased fertility

Communities Count, a partnership between King County, the City of Seattle and nonprofit partners that reports community well-being indicators, surveyed data from 2009, 2010, and 2011 and found that 11% of King County adults are current smokers.[10] Compared to other counties of our size in the U.S., King County has the largest racial disparities in adult smoking. More than 1 in 5 Black, Native Hawaiian/Pacific Islander, and multiracial adults are current smokers.

While hookah use among young people has not been tracked for the last few years, in 2008 the Washington State Healthy Youth Survey included a question on hookah use. The 2008 survey found the *overall* rates of tobacco use (including hookah use) among King County teens were[11]:

- 10% for 8th graders
- 21% for 10th graders
- 34% for 12th graders

In addition to the above data, a growing body of academic research makes the connection between the daily experiences of racism as a stressor that may influence cancer-related health behaviors (such as smoking).[12] These effects compound the systemic impacts of institutional racism that currently

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[9] http://www.cdc.gov/tobacco/data_statistics/fact_sheets/tobacco_industry/hookahs/index.htm
[10] Communities Count, data from the Behavioral Risk Factor Surveillance System, 12/2012, http://www.communitiescount.org/index.php?page=adults-age-race-ethnicity-gender-language
[11] Communities Count, 1/2013, http://www.communitiescount.org/index.php?page=teens-type-of-use-by-grade
[12] Salma Shariff-Marco, Ann C. Klassen, and Janice V. Bowie. Racial/Ethnic Differences in Self-Reported Racism and Its Association With Cancer-Related Health Behaviors. American Journal of Public Health: February 2010, Vol. 100, No. 2, pp. 364-374 and Brodish, A. B., Cogburn, C. D., Fuller-Rowell, T. E., Peck, S., Malanchuk, O., & Eccles, J. S. (2011). Perceived Racial Discrimination as a Predictor of Health Behaviors: the Moderating Role of Gender. *Race and Social Problems*, *3*(3), 160–169. http://doi.org/10.1007/s12552-011-9050-6.

determine access to resources, employment and other factors resulting in racially inequitable health outcomes.

Many stakeholders shared that the lounges provided a culturally safe place to find camaraderie and social support and that closing the lounges removes a place where people can participate in the cultural practice of smoking hookah while also removing a place to come together where alcohol is not served. Other stakeholders raised concerns that smoking in hookah lounges posed a health risk to their communities and to youth who might not be aware of the dangers posed smoking hookahs, and as a result, applauded the efforts to potentially close lounges. Both viewpoints are explored in greater detail in the following section concerning benefits and burdens (Steps 3 and 4). We also heard from many stakeholders who said that health education regarding the impacts of hookah smoking should be culturally appropriate to address the different ways people respond to public health messages.

STEP THREE: DETERMINE BENEFITS AND/OR BURDENS

Analyze issues for impacts and alignment with racial equity outcomes
As part of the feedback process, stakeholders were asked to identify the impacts (positive or negative) of potential enforcement actions on racial equity. The responses ranged widely from a focus directly on enforcement actions to broader systemic issues that contribute to amplifying the impacts.

Impacts of hookah enforcement actions on racial equity
Benefits
A number of stakeholders from the East African community expressed their support of the closure of the hookah lounges as beneficial to their communities due to the harmful impacts of smoking and the disproportionate impact smoking has on communities of color. Their concerns included the attractiveness hookah smoking has on young people in their community. Neighbors voiced concerns regarding second-hand smoke that came into their buildings, impacting residents, employees and patrons.

In the International District, some neighbors raised specific concerns about the proximity of a hookah lounge to senior and other residential facilities serving vulnerable populations. Some stakeholders felt that closure of the lounges was the proper response and stated that regulating the lounges wouldn't minimize the impact of late-night street racing, crowds and noise from those congregating outside or near the lounges. One neighboring business reported their employees experienced harassment from a crowd when leaving work and stated that since the potential enforcement actions were announced there has been a perceptible difference and feeling of improvement on noise and other expressed concerns.

Burdens

A number of stakeholders expressed concern that the City's actions targeted Black-owned businesses, while they felt owners of other similar establishments like cigar lounges, were not included in the enforcement actions.[13] The enforcement actions at hookah lounges impacted owners, patrons and residents who stated that in addition to creating increased levels of stress within the community, they felt like it was a sign that Seattle was not welcoming to establishments owned and patronized by Black residents.

Many stakeholders also expressed concern that the messaging surrounding the enforcement actions connected the lounges to violence occurring in the neighborhood. They shared that this messaging was spread without what they felt was verifiable information, and that it had a detrimental impact on people of color-owned businesses and their families due to racial stereotypes and bias. Many reported that the City's messaging fueled a divisive public dialogue pitting communities of color against one another. These stakeholders shared that the City's messaging relied on a single community spokesperson to represent the issue, instead of connecting in a deeper relationship across communities of color. In some cases, stakeholders shared concern that City staff and designated liaisons were actively organizing community members against each other and in support of closing the lounges. The Mayor's Office expressed that they responded to concerns heard directly from members of the East African and Asian communities in the year prior to any enforcement actions and that there was no intention to pit communities against each other, but rather that they had asked those communities who raised their concerns with the Mayor's office privately to continue to do so publicly when opposition to the enforcement actions began.

Stakeholders shared that a lack of responsiveness by the City to address what they felt were existing gaps in City services amplified the perception of a lack of public safety in relation to hookah lounges. Stakeholders stated that in the International District, problematic trash pick-up and poorly lighted spaces contributed to an overall feeling of a lack of safety which, when coupled with messaging related to violence, led some members of the community to place the blame on the lounges.

Several stakeholders expressed that from a public health standpoint, hookah lounges provide culturally rich meeting places that allow for the exchange of ideas and contribute to social cohesion. Some also shared that since smoking will continue regardless of whether lounges are permitted, they preferred to have a place that is outside of their homes and away from children or elderly family members. One stakeholder shared an experience of a female friend who had been assaulted at a private gathering to smoke hookah where no alcohol was present and that women would feel safer being able to congregate in a regulated public establishment.

Finally, while it is standard practice that uniformed police officers accompany all Joint Enforcement Team visits irrespective of location or establishment type, many stakeholders expressed concerns that the way the enforcement actions were carried out further exacerbated the issue. Stakeholders reported

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[13] In contrast, see above *Legal Status of Smoking Lounges in Washington State* section*.* Public health did conduct inspections at the only other two non-hookah smoking lounges operating in Seattle.

that public health inspectors who visited the hookah lounges were accompanied by police escorts, which fueled the perception that hookah lounges, their owners and their patrons were intrinsically linked to criminal behavior.

Beyond Hookah Lounge Enforcement: Interrelated Systemic Impacts
Stakeholders who were both in support of and against the City's hookah lounge enforcement actions provided a common set of concerns that impact their community and that they felt are fundamentally linked to the issue. The following sections discuss a number of concerns from stakeholders that are beyond the scope of the enforcement actions but reveal their concerns about a range of public safety, public investment and overall well-being of their communities and their concerns about the City of Seattle not adequately addressing those concerns. While the City of Seattle has taken significant action to begin to address these systemic issues (see "STEP FIVE: RAISE RACIAL AWARENESS. BE ACCOUNTABLE." below), stakeholders stressed the importance of the City's role in continuing to address issues that are critical to the community.

Public Safety
Nearly all the stakeholders interviewed expressed their concerns regarding a lack of strong relationships and responsiveness with the police and with City government when it comes to public safety and youth violence impacting communities of color. Some stated there was a lack of trust due to the police being unresponsive in some instances – only being present in their community to arrest someone instead of also to build relationships – and frustration that the police force is not reflective of members of their community.

Many stakeholders stated that young African American and East African youth do not have culturally relevant places to congregate for recreation nor access to jobs. They stated that available education options have proven ineffective for East African and Black children, resulting in continued disparities in educational outcomes. Stakeholders shared that even though they have been raising these concerns with the City for many years, they have yet to see the City respond with meaningful actions.

Access to guns was another issue echoed by stakeholders, who said it is too easy for people to gain access to guns. Stakeholders pointed out that gun violence disproportionately impacts youth and communities of color, and is a public health crisis that will not be resolved simply by closing hookah lounges.

Community Development
Stakeholders raised concerns of long-term inadequate public investment in communities in the International District and Central District where many hookah lounges are located, and in Southeast Seattle. International District residents voiced frustration about the "closet-sized library" in their neighborhood and stated that completion of a post office park is one year behind schedule. Stakeholders shared that the lack of investment or delay of projects left residents and youth in the community with fewer options for recreation and provided context for their feeling unwelcome and unwanted in Seattle. Additionally, community members reported that a few years before, they had been

unable to obtain City assistance to purchase a building for a senior care facility – the same building that is now occupied by a hookah lounge.

International District/Chinatown residents voiced concern that the City's major infrastructure projects proceed with little or no engagement with the local community and often disrupt their businesses. They stated that these projects work to benefit residents outside the International District while operating to the detriment of local residents.

Many stakeholders relayed that there is not only a lack of employment but also a lack of effective small business support for African American, African immigrant and other immigrant business owners. Stakeholders shared that when the City took enforcement action on primarily Black-owned businesses (hookah lounges), it had a disproportionate impact on an already vulnerable group.

Inclusive community engagement

Many stakeholders shared that they did not feel their community had been properly engaged with when it came to issues impacting them. "The City should listen to the concerns of communities in the International District and the Rainier Valley more seriously," said one stakeholder. As outlined in Table 3 below, stakeholders recommended a City-funded, community-led needs assessment for youth and families across East African community groups; a deeper commitment to community policing; and equitable investment in community development.

STEP 4: ADVANCE OPPORTUNITY OR MINIMIZE HARM

Develop strategies to create greater racial equity or minimize unintended consequences.

As part of the analysis, the Racial Equity Toolkit calls for an examination of policy, programmatic and partnership strategies that will minimize any unintended consequences (or potential burdens experienced by communities of color) that may result from the proposed action. It also calls for strategies that will leverage or maximize any benefits for racial equity that are the result of the proposed actions. While there were some direct concerns about hookah lounge enforcement actions, as mentioned earlier, there were a number of concerns raised by stakeholders about larger systemic issues. In order to be responsive to these community concerns that were not the initial scope of this analysis, both the concerns and potential strategies have been included. The left-hand column in Tables 2 and 3 summarize stakeholder input regarding racial equity benefits of City enforcement actions on hookah lounges. For this analysis we asked stakeholders to help us identify these strategies based on the concerns they raised. These strategies are outlined in the middle columns of each table. In some cases we learned about programs or policies already underway by the City that address the concerns. Where that applies, we have inserted this information in the far right column of each table.

Table 2: Benefits of Enforcement Actions and Opportunities to Address Impacts

Stakeholder perspectives on racial equity benefits	Stakeholder recommended policy or programmatic strategies to address impacts	SOCR-recommended and/or existing City policy or programmatic strategies to address impacts
Could result in closure of 11+ operations that provide opportunity to smoke tobacco, a known public health risk that disproportionately impacts people of color.	Funding for and implementation of anti-smoking education and strategies that are effective with people of color.	
Tighter regulation and/or closure of the lounges in the ID would benefit neighborhood residents (including vulnerable elders) by reducing late night noise from congregating, smoking, drinking and litter outside the establishments – contributing to their sense of safety and wellbeing.	Address overall public safety concerns of the International District that go beyond impacts of hookah lounges.	
Closure would be responsive to the request of some members of East African communities.	Address same members' stated desire for alternative activities for youth (i.e. basketball/sports), culturally relevant community centers, and investments in anti-smoking strategies that are effective with East African youth.	In 2015, the Mayor directed Human Services Department to develop the Youth Opportunity Initiative to create a citywide strategy to coordinate all city youth programs with a focus on eliminating racial disparities and inequities for youth of color. Part of that effort is examining the effectiveness of youth-focused grant programs. The Mayor also directed the Office of Immigrant and Refugee Affairs to conduct a needs assessment of the East African community.
Could result in businesses coming into compliance under a regulatory license that would help manage impacts on neighbors and public health.	Develop clear and consistent standards that protect vulnerable communities.[14] Assure strict enforcement of minimum age requirement. Restrict locations to "entertainment zones. Create a City small business, one-stop shop with services designed to support people of color and immigrant start-up businesses to navigate regulatory requirements that cross departments and jurisdictions.	

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[14] For example, see Attachment 9. It is community member Frank Irigon's list of recommended practices regarding the regulation of hookah lounges.

Table 3: Burdens of Enforcement Actions and Opportunities to Address Impacts

Stakeholder perspectives on racial equity burden	Stakeholder recommended policy or programmatic strategies to address impacts	SOCR-recommended and/or existing City policy or programmatic strategies to address impacts
Black-owned businesses and patrons felt targeted by enforcement approach, including initial messaging linking lounges to violence, and bringing police officers during health inspections which led to a feeling of intimidation and a perception of associated criminality.	Strategize to make amends with high visibility response that is accountable to broad range of stakeholders who were harmed.	Establish standards for deploying Joint Enforcement Taskforce actions using a Racial Equity Toolkit analysis when developing policies and practices to identify and address racial impacts as part of the process.
Enforcement actions were surrounded by messaging connecting hookah lounges and violence in community, which had detrimental impact on people of color owned small businesses and their families. City messaging about enforcement actions divided communities of color, setting up one against another.	Community has convened healing circles; the City should stay out of the way of these and avoid causing more damage in the future.	
City decision-making and messaging that relied on a single community spokesperson rather than relationship building across diverse communities of color.	Work on improving liaison relationships across immigrant and refugee communities of color.	
City unresponsive to ongoing community concerns about general public safety "crisis" in the International District, as well as the crisis of violence impacting African/African American youth.	Work with communities most impacted to design and implement a comprehensive public safety strategy; support community-led needs assessments and City response commitments.	At the Mayor's direction, the Office of Immigrant and Refugee Affairs has hired a consultant to conduct a needs assessment of the East African community. He also has convened the Chinatown/International District (C/ID) Public Safety Taskforce to develop recommendations to improve public safety in the C/ID with policies and programs that could be replicated throughout the city. In addition, the Mayor directed his "Innovation Team", policy staff funded

		by a Bloomberg Foundation grant, to evaluate and develop recommendations that will focus on and improve outcomes for black youth and young adults up to the age of 24. The full range of their recommendations are forthcoming.
		Finally, the Human Services Department is examining the City's current violence prevention efforts to ensure that programs are addressing the current needs of the community and achieving lasting impact.
		Use Racial Equity Toolkit analysis and inclusive engagement strategies on proposed projects to identify and mitigate burdens and maximize benefits for communities of color before decisions are made about location and approach.
		Improve collection and disaggregation of data related to the diversity of Asian and Black racial and immigrant groups.
Inequitable investment in International District public benefit projects (small library, "post office park" a year behind schedule, inadequate support to buy building that King's Hookah Lounge occupies to establish a senior care facility).		Review status of capital and other projects in the International District, Central District and other communities of color. Develop strategies to bring investments up to equitable standards.
Lack of trust in police; failure to implement community policing strategies, diversify ranks.	Continue to improve community policing approach.	The Chinatown/ International District Taskforce (of which SPD is a member) is focused on implementing these types of strategies.

Stakeholder perspectives on racial equity burden	Stakeholder recommended policy or programmatic strategies to address impacts	SOCR-recommended and/or existing City policy or programmatic strategies to address impacts
Historical closure of Black spaces disrupts community cohesion.	Consult with community, strategize and support efforts to build culturally relevant spaces for youth/community gathering.	
Lack of transparency/community collaboration to assure benefits for East African/African American youth from Seattle Youth Violence Prevention Initiative and City Family and Education Levy funding, including programs to address school dropout and youth violence.	Fund community-led needs assessment that works across different East African community groups to build cohesion and support development of strategies and guidance for program design that meets the needs of African immigrant youth.	Work with impacted communities using the Racial Equity Toolkit process to evaluate racial equity outcomes and identify targeted strategies related to SYVPI and education levy expenditures as they relate to moving the needle on equity for Black youth. Adjust outcomes and strategies as needed. Since early 2015, the Youth Opportunity Initiative has been inventorying city programs and initiatives that address or could address root causes of East African and African American racial disparities, and is evaluating current programs' effectiveness and exploring the potential for improvement. Similarly, the Office of Immigrant and Refugee Affairs is conducting a needs assessment of the East African community. The Office for Civil Rights is convening interdepartmental teams to develop plans to achieve zero detention for youth and create a Certificate of Restoration of Opportunity Program.

Stakeholder perspectives on racial equity burden	Stakeholder recommended policy or programmatic strategies to address impacts	SOCR-recommended and/or existing City policy or programmatic strategies to address impacts
No culturally welcoming recreation spaces/activities funded for East African youth.	[See above re: culturally relevant spaces for youth/community gathering.]	
Gentrification/displacement/housing cost burden.		Implement recommendations from HALA; ensure that the City implements the racial equity commitments embedded in the 2035 Comprehensive Plan.
Excessive access to hand guns endangering communities of color.	Investigate l ocal options for reducing gun access, including researching national practices; invest in appropriate youth services as identified in community needs assessment.	In August of 2015 the City Council passed a gun tax, Council Bill 118437. Section 13 states that the purpose of the Firearms and Ammunition Tax Fund authorized in Section 12 above is to provide broad-based public benefits for residents of Seattle related to gun violence by funding programs that promote public safety, prevent gun violence and address in part the cost of gun violence in the City. Such public benefits may include, but are not limited to, basic research, prevention and youth education and employment programs, and the administrative costs to manage the fund and make tax system modifications as needed.

STEP FIVE: RAISE RACIAL AWARENESS. BE ACCOUNTABLE.

Track impacts on communities of color over time. Continue to communicate with and involve stakeholders. Document unresolved issues.

While not every reported issue could be fully addressed at this time, many possible responses have been identified. The following unresolved resource and partnership needs were identified by many stakeholders as central to moving some solutions forward:

- Funding for public health anti-smoking strategies that are effective in communities of color.
- Development and funding of progressive, comprehensive public health strategies for addressing the broad spectrum of public health challenges in communities of color.
- Funding for equitable community development support in the International District and Central District.
- Coordinated City strategies to address impacts of displacement, loss of people of color spaces and community cohesion.
- Increased leadership/collaboration to improve outcomes for Black students in Seattle Public Schools.
- Targeted job opportunities for Black residents of Seattle.
- Seattle Police Department plan for implementation of comprehensive community policing strategies.
- Establish standards for deploying Joint Enforcement Taskforce actions using a Racial Equity Toolkit analysis when developing policies and practices to identify and address racial impacts as part of the process.

The City of Seattle already has taken significant actions to begin to address many of the structural issues raised in order to achieve racial equity in the community. These initiatives include:

- Creating the Seattle Preschool Program to close the opportunity gap and ensure that all children are ready to learn when they enter K-12.
- Implementing the recommendations of the Housing Affordability and Livability Agenda (HALA) to create affordable housing across Seattle.
- Imbedding racial equity as a key value in Seattle 2035, the City's draft long range Comprehensive Plan for managing growth and achieving economic equity.
- Conducting a comprehensive East African Community Assessment through the City's Office of Immigrant and Refugee Affairs.
- Funding Career Bridge, to bring together employment services, wrap-around supports, and grassroots community support networks to create community-level change and advocate for policy and system changes that support individual and community strengths, assets and potential.
- Implementing the Youth Opportunity Initiative to ensure that all youth ages 14-24 in Seattle have access to the resources needed to transition successfully to adulthood. The Youth Opportunity Initiative will:
  - Include a coordinated, citywide strategy for youth-serving programs.

- Ensure that investments are data-driven and informed.
- Focus on making a measurable impact in education, employment, justice and violence prevention, and health and well-being.
- In early 2015, the City of Seattle received funds from Bloomberg Philanthropies for an innovation team, a group of "in-house consultants" to apply data-driven approaches to issues of high priority for the Mayor. As its first challenge, the Mayor asked the team to address disparities in outcomes for Black youth in Seattle in employment, education, criminal justice and health. The innovation team is coordinating with other City initiatives and is scheduled to deliver recommendations in early 2016.
- To address the fact that 40% of juveniles in detention are there for domestic violence, usually against their parents or siblings, the City of Seattle and King County are investing in the Family Intervention and Restorative Services Center. This new model will be a respite center that is non-secure and in operation 24/7 allowing juveniles and their families to take advantage of a range of social services.
- Responding to community organizing efforts by passing the Zero Detention Resolution and providing $600k in 2016 for programs aimed at promoting alternatives to detention for youth.
- Passing a resolution to develop a Certificate of Restoration of Opportunity Program to help individuals with criminal histories gain access to jobs that require a vocational license, as well as convening a workgroup to explore ways the City can ensure successful re-entry and create greater equity in the criminal justice system.

The Seattle Office for Civil Rights recommends the following steps to complete this analysis:

- Conduct an inventory and review of City programs and initiatives that could be modified or redirected to respond to the findings of this analysis.
- Establish racial equity outcomes for actions that result from this analysis designed to advance opportunity and minimize harm.
- Add additional benchmarks through collaboration/needs assessments with community.

August 19, 2015

Councilmember Nick Licata
Seattle City Council
PO Box 34025
Seattle, WA 98124-4025

Dear Councilmember Licata:

Thank you for your letter regarding the recent enforcement actions against hookah lounges. I have heard frequently, since my first days in office, from many voices and perspectives in our diverse East African community, as well as the Asian Pacific Islander community, who have expressed to me and the City their concerns about the negative aspects of these unlawful businesses.

These businesses are in clear violation of Washington State's ban on indoor smoking. Washington State has some of the strictest indoor clean air laws in the country. When compared to Oregon and California, it is clear that this is the case. Both Oregon and California have specific exemptions for cigar bars and hookah lounges. Our state law has no such provisions for any indoor, for-profit business establishments. The ability to license these businesses and create operating restrictions would be incredibly useful in addressing many of the public health and safety concerns that we are seeing in Seattle that don't seem to be present in Oregon and California. Unfortunately, regulating these businesses as they are currently operated is not an option for us due to the outright ban under state law.

Neither Chief Kathleen O'Toole nor I have ever claimed that these businesses are the cause of the violence that has occurred outside their establishments. Instead, we have made the argument that these businesses are attracting clientele that are engaging in violent and criminal behavior. In many instances, that violence is being perpetrated in the early morning hours when no other businesses in the area are open.

I share your concern about the impact our enforcement efforts may have on the owners of these businesses. The business model they have been operating under has been tolerated by multiple administrations and that has erroneously led many to believe they are operating in accordance with Washington law. That is simply not the case.
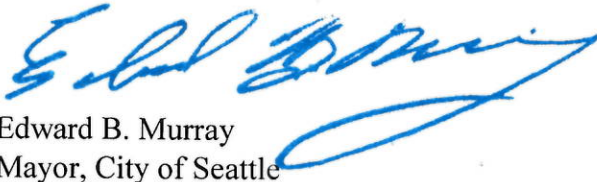
In order to address these concerns, I have instructed my staff in the Mayor's Office and Brian Surrat, Director of the Office of Economic Development to reach out to hookah lounge owners and work with them to: 1) educate them about existing laws; 2) assist in transitioning to other legal business models; and 3) develop solutions that address the concerns regarding public health and safety and/or the legal and financial problems associated with closing a business. I take the

issues raised by these business owners seriously and will work to ensure that this transition is a fair one, but also one predicated upon full compliance with state, county, and city laws.

Additionally, last week I directed Patricia Lally, Director of the Office of Civil Rights to utilize our Racial Equity Toolkit to analyze, not just the effect of enforcement actions on businesses, but the affect these businesses have had on our community from both a public health and public safety lens. Her efforts will focus on frank discussions with a broad range of residents, community activists and business owners touching on how hookah bars are affecting the quality of life in their neighborhoods and how our diverse communities can work together in finding a solution to these issues.

While these efforts will take significant work and energy, I do not see the need to delay our current efforts to ensure that these businesses are in compliance with the law for 60 days. Our Racial Equity Toolkit process will be complete within 30 business days and my staff will be meeting with business owners this week to discuss ways they can come into compliance with the law as soon as possible.

Sincerely,

Edward B. Murray
Mayor, City of Seattle

Cc: Council President Tim Burgess
        Councilmember Sally Bagshaw
        Councilmember Jean Godden
        Councilmember Bruce Harrell
        Councilmember Mike O'Brien
        Councilmember John Okamoto
        Councilmember Tom Rasmussen
        Councilmember Kshama Sawant

Racial Equity Toolkit
to Assess Policies, Initiatives, Programs, and Budget Issues

Our vision is to eliminate racial inequity in the community. To do this requires ending individual racism, institutional racism and structural racism. The Racial Equity Toolkit lays out a process and a set of questions to guide the development, implementation and evaluation of policies, initiatives, programs, and budget issues to address the impacts on racial equity.

When Do I Use This Toolkit?

Early. Apply the toolkit early for alignment with departmental racial equity goals and desired outcomes.

How Do I Use This Toolkit?

With Inclusion. The analysis should be completed by people with different racial perspectives.

Step by step. The Racial Equity Analysis is made up of six steps from beginning to completion:

Step 1. Set Outcomes.
Leadership communicates key community outcomes for racial equity to guide analysis.

Step 2. Involve Stakeholders + Analyze Data.
Gather information from community and staff on how the issue benefits or burdens the community in terms of racial equity.

Step 3. Determine Benefit and/or Burden.
Analyze issue for impacts and alignment with racial equity outcomes.

Step 4. Advance Opportunity or Minimize Harm.
Develop strategies to create greater racial equity or minimize unintended consequences.

Step 5. Evaluate. Raise Racial Awareness. Be Accountable.
Track impacts on communities of color overtime. Continue to communicate with and involve stakeholders. Document unresolved issues.

Step 6. Report Back.
Share information learned from analysis and unresolved issue with Department Leadership and Change Team.

Racial Equity Toolkit Assessment Worksheet

Title of policy, initiative, program, budget issue:

Description:

Department:

Contact Name: **Contact Email:**

Type: ☐ **Policy**   ☐ **Initiative**   ☐ **Program**   ☐ **Budget Issue**

Step 1. Set Outcomes.

1a. What does your department define as the most important racially equitable community outcomes related to the issue? *(Response should be completed by department leadership in consultation with RSJI Executive Sponsor, Change Team Leads and Change Team. Resources can be found at: rsji/toolkit/outcome.htm)*

1b. Which racial equity opportunity area(s) will the issue primarily impact?

☐ **Education**   ☐ **Criminal Justice**
☐ **Community Development**   ☐ **Jobs**
☐ **Health**   ☐ **Housing**
☐ **Environment**

1c. Are there impacts on:
☐ **Contracting Equity**   ☐ **Immigrant and Refugee Access to Services**
☐ **Workforce Equity**   ☐ **Inclusive Outreach and Public Engagement**

Please describe:

Step 2. Involve stakeholders. Analyze data.

2a. Are there impacts on geographic areas? ☐ Yes ☐ No

Check all neighborhoods that apply *(see map)*:

☐ All Seattle neighborhoods   ☐ Lake Union   ☐ East District
☐ Ballard   ☐ Southwest   ☐ King County (outside Seattle)
☐ North   ☐ Southeast   ☐ Outside King County
☐ NE   ☐ Delridge   Please describe:
☐ Central   ☐ Greater Duwamish

2b. What are the racial demographics of those living in the area or impacted by the issue?
(See Identifying Stakeholder and Data Resources sections)

2c. How have you involved community members and stakeholders?
(See Identifying Stakeholders section for questions to ask community/staff at this point in the process to ensure their concerns and expertise are part of analysis.)

2d. What does data and your conversations with stakeholders tell you about existing racial inequities that influence people's lives and should be taken into consideration?
(See Data Resources Section. King County Opportunity Maps for information based on geography, race and income.)

2e. What are the root causes or factors creating these racial inequities?
 Examples: Bias in process; Lack of access or barriers; Lack of racially inclusive engagement.

Step 3. Determine Benefit and/or Burden.

Given what you have learned from data and from stakeholder involvement…

3. How will the policy, initiative, program, or budget issue increase or decrease racial equity?
What are potential unintended consequences? What benefits may result? Are the impacts aligned with your department's community outcomes that were defined in Step I?

Step 4. Advance Opportunity or Minimize Harm.

4. How will you address the impacts (including unintended consequences) on racial equity?
What   strategies address immediate impacts? What strategies address root causes of inequity listed in Q.2e?
How will you partner with stakeholders for long-term positive change? If impacts are not aligned with desired
community outcomes, how will you re-align your work?

Program Strategies?

Policy Strategies?

Partnership Strategies?

Step 5. Evaluate. Raise Racial Awareness. Be Accountable.

5. How will you evaluate and be accountable? How will you evaluate and report impacts on racial equity over time? What is your goal and timeline for eliminating racial inequity? How will you retain stakeholder participation and ensure internal and public accountability? How will you raise awareness about racial inequity related to this issue?

5b. What is unresolved? What resources/partnerships do you still need to make changes?

Step 6. Report Back.

6. Share analysis and report responses from Step 5 with Department Leadership and Change Team Leads and members involved in Step 1.

Creating Effective Community Outcomes

Outcome = the result that you seek to achieve through your actions.

Racially equitable community outcomes = **the specific result you are seeking to achieve that advances racial equity in the community.**

When creating outcomes think about:

- What are the greatest opportunities for creating change in the next year?
- What strengths does the department have that it can build on?
- What challenges, if met, will help move the department closer to racial equity goals?

Keep in mind that the City is committed to creating racial equity in seven key opportunity areas: **Education, Community Development, Health, Criminal Justice, Jobs, Housing, and the Environment.**

Examples of community outcomes that increase racial equity:

OUTCOME	OPPORTUNITY AREA
Increase transit and pedestrian mobility options in communities of color.	Community Development
Decrease racial disparity in the unemployment rate.	Jobs
Ensure greater access to technology by communities of color.	Community Development, Education, Jobs
Improve access to community center programs for immigrants, refugees and communities of color.	Health, Community Development
Communities of color are represented in the City's outreach activities.	Education, Community Development, Health, Jobs, Housing, Criminal Justice, Environment
The racial diversity of the Seattle community is reflected in the City's workforce across positions.	Jobs
Access to City contracts for Minority Business Enterprises is increased.	Jobs
Decrease racial disparity in high school graduation rates	Education

Additional Resources:

- **RSJI Departmental Work Plan:** http://inweb/rsji/departments.htm

- **Department Performance Expectations:** http://web1.seattle.gov/DPETS/DPETSWEbHome.aspx

- **Mayoral Initiatives:** http://www.seattle.gov/mayor/issues

Identifying Stakeholders + Listening to Communities of Color

Identify Stakeholders

Find out who are the **stakeholders** most affected by, concerned with, or have experience relating to the policy, program or initiative? Identify racial demographics of neighborhood or those impacted by issue. *(See District Profiles in the [Inclusive Outreach and Public Engagement Guide](#) or refer to U.S. Census information on p.7)*

Once you have indentified your stakeholders ….

Involve them in the issue.
Describe how historically underrepresented community stakeholders can take a leadership role in this policy, program, initiative or budget issue.

Listen to the community. Ask:
1. What do we need to know about this issue? How will the policy, program, initiative or budget issue burden or benefit the community? *(concerns, facts, potential impacts)*

2. What factors produce or perpetuate racial inequity related to this issue?

3. What are ways to minimize any negative impacts (harm to communities of color, increased racial disparities, etc) that may result? What opportunities exist for increasing racial equity?

> **Tip: Gather Community Input Through…**
>
> - Community meetings
> - Focus groups
> - Consulting with City commissions and advisory boards
> - Consulting with Change Team
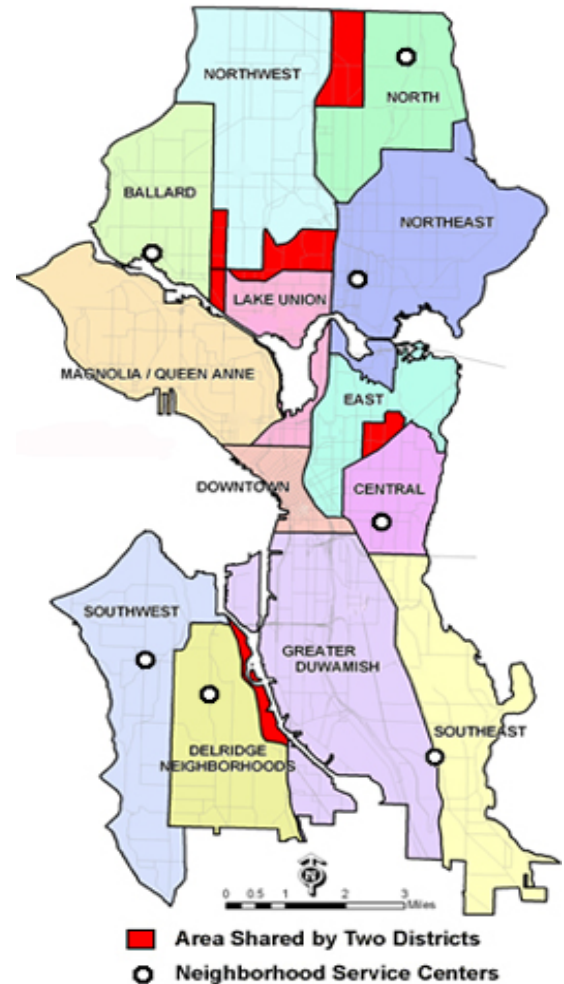
Examples of what this step looks like in practice:
- A reduction of hours at a community center includes conversations with those who use the community center as well as staff who work there.
- Before implementing a new penalty fee, people from the demographic most represented in those fined are surveyed to learn the best ways to minimize negative impacts.

For resources on how to engage stakeholders in your work see the **Inclusive Outreach and Public Engagement Guide:** http://inweb1/neighborhoods/outreachguide

Data Resources

City of Seattle Seattle's Population and Demographics at a Glance:
http://www.seattle.gov/dpd/Research/Population_Demographics/Overview/default.asp
Website updated by the City Demographer. **Includes: Housing** Quarterly Permit Report • **Employment data**
• 2010 Census data • **2006-2010 American Community Survey** • 2010 Census: Demographic
highlights from the 2010 Census; Basic Population and Housing Characteristics Change from 1990, 2000, and
2010 – PDF report of counts of population by race, ethnicity and over/under 18 years of age as well as a total,
occupied and vacant housing unit count; Three-page subject report – PDF report of detailed population,
household and housing data • American Community Survey: **2010 5-year estimates and 2009 5-year
estimates** • Census 2000 • Permit Information: Comprehensive Plan Housing Target Growth Report for
Urban Centers and Villages; Citywide Residential Permit Report • Employment Information: Comprehensive
Plan Employment Target Growth Report for Urban Centers and Villages; Citywide Employment 1995-2010 •
The Greater Seattle Datasheet: a report by the Office of Intergovernmental Relations on many aspects of
Seattle and its region.

SDOT Census 2010 Demographic Maps (by census blocks): Race, Age (under 18 and over 65) and Median
Income http://inweb/sdot/rsji_maps.htm

Seattle's Population & Demographics Related Links & Resources (From DPD website:
http://www.seattle.gov/dpd/Research/Population_Demographics/Related_Links/default.asp)
Federal
- American FactFinder: The U.S. Census Bureau's main site for online access to population, housing,
  economic, and geographic data.
- Census 2000 Gateway: The U.S. Census Bureau's gateway to Census 2000 information.

State
- Washington Office of Financial Management: OFM is the official state agency that provides estimates,
  forecasts, and reports on the state's population, demographic characteristics, economy, and state
  revenues.

Regional
- Puget Sound Regional Council: PSRC is the regional growth management and transportation planning
  agency for the central Puget Sound region in Washington State.

County
- King County Census Viewer: A web-based application for viewing maps and tables of more than 100
  community census data indicators for 77 defined places in King County.
- King County Department of Development and Environmental Services: the growth management
  planning agency for King County.
- Seattle & King County Public Health - Assessment, Policy Development, and Evaluation Unit: Provides
  health information and technical assistance, based on health assessment data
- King County Opportunity Maps: A Study of the Region's Geography of Opportunity. Opportunity maps
  illustrate where opportunity rich communities exist, assess who has access to those neighborhoods,
  and help to understand what needs to be remedied in opportunity poor neighborhoods. Puget Sound
  Regional Council.

City
- The Greater Seattle Datasheet: A Seattle fact sheet courtesy of the City of Seattle's Office of
  Intergovernmental Relations.

Other
- Seattle Times Census 2000: articles, charts related to Census 2000 and the Seattle/Puget Sound
  region.

Glossary

Accountable- Responsive to the needs and concerns of those most impacted by the issues you are working on, particularly to communities of color and those historically underrepresented in the civic process.

Community outcomes- The specific result you are seeking to achieve that advances racial equity.

Contracting Equity- Efforts to achieve equitable racial outcomes in the way the City spends resources, including goods and services, consultants and contracting.

Immigrant and Refugee Access to Services- Government services and resources are easily available and understandable to all Seattle residents, including non-native English speakers. Full and active participation of immigrant and refugee communities exists in Seattle's civic, economic and cultural life.

Inclusive Outreach and Public Engagement- Processes inclusive of people of diverse races, cultures, gender identities, sexual orientations and socio-economic status. Access to information, resources and civic processes so community members can effectively engage in the design and delivery of public services.

Individual racism- Pre-judgment, bias, stereotypes about an individual or group based on race. The impacts of racism on individuals including white people internalizing privilege and people of color internalizing oppression.

Institutional racism- Organizational programs, policies or procedures that work to the benefit of white people and to the detriment of people of color, usually unintentionally or inadvertently.

Opportunity areas- One of seven issue areas the City of Seattle is working on in partnership with the community to eliminate racial disparities and create racial equity. They include: Education, Health, Community Development, Criminal Justice, Jobs, Housing and the Environment.

Racial equity- When social, economic and political opportunities are not predicted based upon a person's race.

Racial inequity-When a person's race can predict their social, economic and political opportunities and outcomes.

Stakeholders- Those impacted by proposed policy, program or budget issue who have potential concerns or issue expertise. Examples might include: specific racial/ethnic groups, other institutions like Seattle Housing Authority, schools, community-based organizations, Change Teams, City employees, unions, etc.

Structural racism - The interplay of policies, practices and programs of multiple institutions which leads to adverse outcomes and conditions for communities of color compared to white communities that occurs within the context of racialized historical and cultural conditions.

Workforce Equity- Ensure the City's workforce diversity reflects the diversity of Seattle

Attachment 3 – JET activities that resulted in business closures – 2012-2015 (Compiled by the Department of Finance and Administrative Services)

Name	Location	Complaints	Timeline	Follow up	Outcome
Beacon Espresso (Hookah Lounge)	4878 Beacon Ave S	SPD reports of fights, staff assaulting patrons while removing them from the business.	2013-2015	2015 JET stopped to check for compliance checks. WSLCB found unregulated tobacco on the premise. SFD issued violations for hanging cords.	South Law Liaison Melissa Chin met with property owner regarding issues with SPD and compliance checks in 2013. South Law Liaison Matt York followed up on the complaints and met with property owners to discuss tenant issues in Spring 2015.Owners evicted tenants July 2015.
Copper Cart/ Empire/Ampersand	113 Bell St	SPD reports of fights, over service, large crowds, shooting occurred outside Copper Cart early 2012.	2012-2014	2014 JET inspections found that the club was in violation of over occupancy and using a room that had not installed a sprinkler system. Locked emergency exits were found several times.	West Precinct Liaison Samir Singla spoke to owners regarding Chronic Nuisance. Owner voluntarily shut down and rebranded to Empire. SFD issued violations and Law Dept. filed suit against Ampersand for multiple occupancy issues. Same issues followed with crowd control. The owner voluntarily closed the business December 2014.
Cellars	2132 1st Ave	SPD reports of assault, weapon discharge, noise complaints. SPD reports of aggravated assaults and a shooting that occurred in October 2014.	2013-2014	The City requested an emergency license suspension from the LCB. LCB made a determination to impose certain sanctions on existing license.	The owner opted to sell business December 2014.

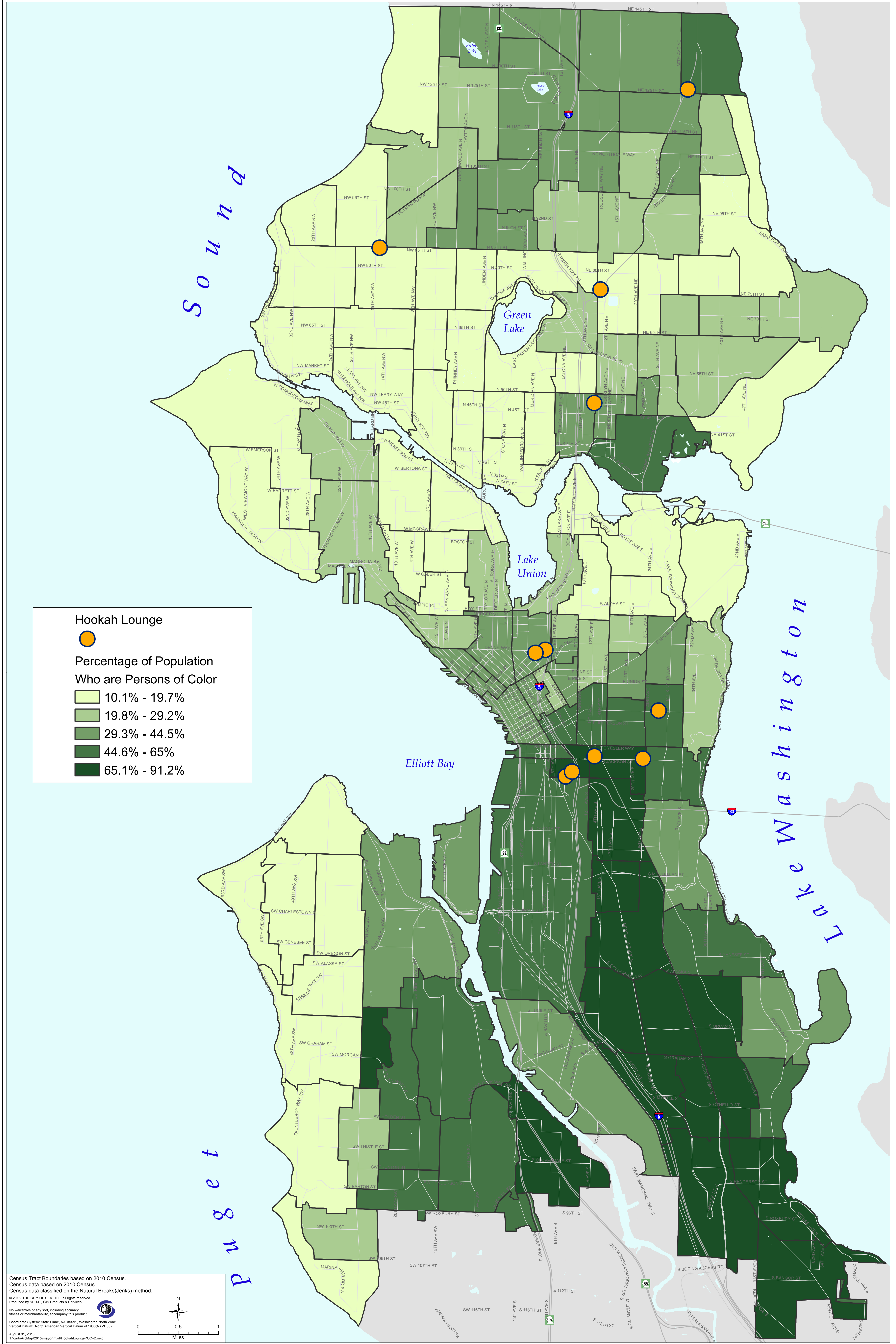| Name	Location	Complaints	Timeline	Follow up	Outcome
Trago/Forum	701 Westlake N	SPD reports of multiple fights, stabbings, and promoter issues.	2014-2015	Various JET inspections showed that Trago/Forum had not installed the required sprinkler system. Over occupancy issues. FAS issues with licensing and illegal activities. Failure to follow regulations with the City and State.	The owner opted to voluntarily close Feb 2015 and not comply with SFD violations. In March 2015 LCB issued a notice of intent to revoke temporary liquor license.
Waid's	1212 E Jefferson	SPD reports of fights, over-crowding and noise complaints.	2006-2014	JET inspections found business license issues, illegal promoters, SFD violations. SPD investigation found that staff were selling drugs on the premise. JET visited location multiple times throughout.	Liquor license was objected to 4 times by the city and LCB revoked and finalized in 2014.
May Bon Phuong	4208 Rainier Ave S	SPD reports of fights. Over service, large crowds and garbage issues.	2013-2014	2013 JET inspection discovered that premise did not have a liquor license. LCB was contacted and opened its own investigation. DPD found that there was unpermitted work being done inside the building.	LCB contacted owner and owner voluntarily shut down May 2014.

Name	Location	Complaints	Timeline	Follow up	Outcome
Fusion	722 NE 45th St	SPD reports of multiple fights, disturbances, shots fired calls, property damage calls, general nuisance complaints, noise complaints.	2013-2015 (with most recent owner)	Multiple JET visits. The most recent JET visit was on February 13 2015. JET inspections found SFD violations. Seattle King County Public Health found violations. Business license violations as business was charging admissions and not reporting with City.	In February 2015, 3 different individuals were shot within the immediate vicinity of Fusion after closing. Owner voluntarily closed end of February 2015. City filed for objection of change of ownership in 2014. LCB ruled in the favor of the City after the business was shut down 2015.
Royal Spot	225 12th Ave	Multiple reports to SPD of fights occurring after 2am.	2013-2014	JET inspections in 2013-2014 found that there were some business license issues. Improper hiring of a DJ to play events. Business owner was informed that any event that charges cover is required to register for Admission Tax. SFD violations.	Deadly shooting occurred near premises in June 2014. Business Owner voluntarily shut down end of June 2014.
Piramid Studios	6320 6th Ave	Studio that allowed parties. SPD report of fights, multiple shootings, no deaths.	2015	JET inspections found that venue had SFD and business license violations. Charging admission without proper registration. SFD violations.	Law liaison Matt York met with property owner to inform them of tenant issues with SPD and City. The landlord decided to evict the tenants August 2015.
Casablanca (Hookah Lounge)	1221 S Main St	SPD reports of fights occurring after 2 am, large crowds.	2013-2014	JET inspections 2013-2014 found unlicensed amusement devices. Owner was given warning.	Casablanca was cited for business license and SFD violations. Owner complied and changed business model in July 2014 to private club.
The Social	1715 East Olive Way	SPD reports of fights, over-crowding, and noise complaints.	2012-2013	JET conducted inspections, including noise readings 2012	Owner closed due to financial problems and was unable to obtain permanent liquor license in early 2013.

Name	Location	Complaints	Timeline	Follow up	Outcome
Citrus/ 1 Hundred Bistro	1001 Fairview Ave	SPD reports of fights, over service and over-crowding.	2012-2014	JET inspections found FAS, SFD and Public Health issues. Public Health violations led the manager to voluntarily close one night. Use of illegal promoters and SFD issues brought JET to come back repeatedly to correct violations.	Chief of Police declared property chronic nuisance property March 6 2013. Agreed to a Corrective Action agreement. Owner rebranded 1 Hundred Bistro. Owner voluntarily closed 2014.
Maxim	5608 Rainier Ave S	Complaints of noise, illegal dumping and marijuana smoking allowed outside	2015	March 2015 JET inspection found business was not registered for Admission taxes, SFD issued notice for padlocked emergency exit, extinguisher was expired, range hood needed repair, and exit flooring needed repair. King County Health found unsatisfactory cold holding, storage of raw protein.

April 2015 Jet followed up on violations that were corrected. | Owner voluntarily closed September 2015. |
| Volume | 172 S Washington | SPD reports of robbery, assault, over service, minors in possession of alcohol near premises, minor consumption of alcohol near premises. | 2013-2015 | JET inspection discovered over-crowding, blocked exits, Admissions Tax issues with illegal promoters. | Declared Chronic Nuisance 2013. City objected to liquor license renewal in 2014. In 2015, liquor license restrictions were put in place that did not allow minors on the premise. May 2015 owner voluntarily closed. |

Name	Location	Complaints	Timeline	Follow up	Outcome
Reventon	7047 East Marginal Way	SPD reports of assault that occurred in parking lot that resulted in a DV no contact order. Multiple fights inside the venue, minors were allowed on the premise	2012	JET visits found over-crowding, blocked exits, not enough separation from the underage section, multiple fire code violations, infestation of rats and feral cats.	Declared Chronic Nuisance June 2012. Liquor license was objected to by the City. Owner closed business September 2012.
Abay Restaurant	2539 10th Ave E	Noise complaints to SPD regarding late night parties thrown at this location. JET visited in June 2014 and found Health violations, FAS violations, front door was locked.	2014	JET visited in June 2014 and found Health violations, FAS violations, front door was locked. DPD found violations with illegal structure with the porch on the business.	Follow up visits and meetings with the owner regarding noise complaints and previous violations were corrected end of 2014. JET visited in January 2015 and FAS violations were found. Owner closed March 2015.

Attachment 4 - Summary of Seattle Police Department Incidents At or Near Hookah Lounges – 2013-2015

	Total Incidents After 1AM	Disturbance/ Fight	Disturbance/ Other	Narcotics	Assaults	Noise	Arson/ Explosions/ Fireworks	Drive By Shooting (No Injuries)	Homicide	Property Damage	Person With Gun	Intoxicated Persons	Robbery (armed)
Aladdin	1	4	5	1	3								
Casablanca	23	3	13		1	1	1		2	1	3		
Cloud 9	1		7	2					2		1		
Da Spot	8		4						1	1		2	
Dubai (2014)			1										
Havana (2015)	1										1		
King's (2015)	6		5			1			1				
Medina	3		4		2								1
Sahara	6	1	1		2	1		1					

Hookah Lounge
⬤

Percentage of Population
Who are Persons of Color
10.1% - 19.7%
19.8% - 29.2%
29.3% - 44.5%
44.6% - 65%
65.1% - 91.2%

Census Tract Boundaries based on 2010 Census.
Census data based on 2010 Census.
Census data classified on the Natural Breaks(Jenks) method.

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No warranties of any sort, including accuracy,
fitness or merchantability, accompany this product.

Coordinate System: State Plane, NAD83-91, Washington North Zone
Vertical Datum: North American Vertical Datum of 1988(NAVD88)

August 31, 2015
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Miles

Census Tract Boundaries based on 2010 Census.
Census data based on 2010 Census.
Produced by SPU-IT, GIS Products & Services

Sound

Puget

Green
Lake

Lake
Union

Elliott Bay

Lake Washington

ATTACHMENT 6 - Stakeholder input – Summarized notes by question

1. **What impact have City enforcement practices related to hookah lounges had on racial equity in your life/communities of color?**

<u>Positive:</u>

Some community members within the diverse population that makes up the East African immigrant/refugee communities feel that enforcement efforts to close the hookah lounges will address the issue of concern including health and safety impacting youth in their communities. Concerns include:

- First and secondhand smoke is bad for health
- Community problems, specifically around youth; community has been discussing for years. Parents complain about how kids end up in hookah lounge, smoking, don't finish school, then leading to crime. Imams hear directly from parents who are worried about their kids. The community has been trying to address in whichever way it can
- Worried about youth being exposed to violence late at night outside of the hookah lounges
- It's advertised as the fun new thing, which gives a bad thing good advertisement for young people

Neighbors of the two hookah lounges located in the International District described the lack of attention by City government to the concerns surrounding their neighborhood hookah lounge up until Donnie Chin's death. Since then they have seen significant improvements to address their concerns around a particular lounge, which include:

- Smoking and drinking outside of the legacy house by members coming from the Hookah Lounge
- Loud noise on the street outside of hookah lounge between 11pm – 2am which has prevented sleep, sense of security and therefore the overall health of elderly neighbors;
- Smoking and drinking outside of hookah lounge: smoke can be smelled inside the legacy house
- Psychological negative impact during the day: seeing police tape in the neighborhood, evidence of investigations, broken glass or other trash in the neighborhood makes residents feel like their neighborhood isn't being well taken care of/is unsafe
- Members of the lounge parking in spots that block the fire lane for the legacy house
- Night time employees have reported feeling unsafe during their shifts and have been harassed at night

<u>Negative:</u>

Regulatory Practices
Hookah lounge owners described the inconsistencies in enforcement since the majority of them opened 3-5 years ago.
- Owners were given business licenses to operate hookah lounges by the City and it wasn't until years later that they have been experiencing a significant increase in regulatory actions by

multiple agencies. Enforcement is being made on something that they feel was already approved and paid for.
- Over the last year and especially in the last month (since Mayor's announcement and Donnie Chin's death) the enforcement has increased at an exponential rate and they feel they are being targeted as a racial group in comparison to other white-owned businesses. Instead of regular visits from just Seattle-King County Public Health, they are now being visiting by DPD, SPD, FAS, Law Department and others.

Many comparisons were made during stakeholder analysis between the enforcement actions on hookah lounges and the enforcement actions on cigar lounges, marijuana dispensaries/lounge and bars and it's clear that these other businesses, which are mostly owned by white people, are not and have not experienced the same targeted enforcement strategy. These businesses have their own issues in relationship to impacting public health and public safety, but they are not receiving the same amount of scrutiny through enforcement.

Seattle-King County Public health officials confirmed that they chose to focus their enforcement resources on the hookah lounges because the other private smoking clubs are less accessible (physically, financially) and therefore are harder to investigate. They also happen to be white-owned and serve a wealthier and whiter clientele.

Racial impact of enforcement practices: wealthier and whiter businesses are not on the receiving end of enforcement practices in the same way as black-owned businesses. The businesses that are the focus of this particular enforcement strategy are black-and/or people of color owned.

2. **What changes in enforcement practices related to hookah lounges, if any, would you suggest to lessen negative impacts or increase benefits for communities of color?**

- A regulatory system is part of a larger one, designed to work well for white communities and not likely to work for or likely to damage POC communities – in the ways existing laws interlock with poverty and racism to push down on communities of color to contribute to poor outcomes

Problem solve with community
- The city should listen to the concerns of communities in the International District and the Rainier Valley more seriously; Donnie was not the only one that could have told them what the problem was
- Community would like to see Mayor speak with them. [said lounge owners]
- If we could have more input on providing more regulations.
- It seems the best solution for users and owners, with public health, to develop solutions together; they have the expertise. People directly impacted should be part of developing the compromise and solution. Solution should not just be imposed on the community. And the solution applies to any kind of establishment that falls under the category (not just hookah).

- While dealing with an immediate crisis, you need to have a longer view of the systemic issues and have a process in place, figure out who needs to be at the table to deal with the root causes in a sustainable way
    - Fully understand the social and economic cost of closure before making a decision.
- The key is not lumping the issues all together; investigate individual cases and consult with the community to problem solve
- Use hookah bars as part of the solution in increasing public safety. Create places for people to "cool off" before driving in a drugged or inebriated state.

Repair harm of cultural hostility
- Insincere to frame it as a public health issue if that's not really the point.
- Avoid polarizing the communities of color
- Putting "our" norms on people from different cultures doesn't lead to results [not the best language to make this point]
- Do public education about hookah lounge owners to combat these stereotypes
- City needs to create a narrative that attempts to undo the harm that has been done to the East African community and business owners and humanizes discussions.
- City needs to acknowledge what happened, the mistakes it has made in the enforcement approach and the impact of what has been said to justify the actions

Communication
- Own what has not been done, and take responsibility publicly to do something different to address root causes of public health challenges in communities of color
- [IRC] If any enforcement on the businesses, then must have clear line of communication. Until very late in process, City wasn't aware that owners had a willingness to comply. Better communication could mitigate whether there needs to be enforcement at all. (Agree)
- Make it clear what communities of color can hold the City accountable for giving to improve public health and safety that does not do more damage
- An organization working with many refugee/immigrant populations feels like there is bad communication between them and the OIRA; they don't understand the role of this office in relationship to them.

White-owned businesses have support from government officials/representatives while African-American-owned businesses do not.
- If not paying their taxes: shouldn't all small businesses be given an opportunity to come into compliance?
- The responsibility for regulating hookah lounges should be up to the regulating agencies
- More business development support for owners.
- Work on regulations that could support hookah lounges as private lounges
- Educate business owners on their impacts, balance regulations with supporting businesses

- More clarity upfront about regulations that they will face as business owners operating private hookah lounges
- Coordination upfront between departments to support business owners of color
- Providing clarity on responsibility of business afterhours activities.

- Not selectively enforcing particular things.

Stricter enforcement [Somali leaders opposed to hookah—demonstrates that people of color have very different perspectives on the impact of hookah enforcement]
- Send undercover cops into the hookah lounges to investigate whether there is illegal activity inside
- If they really enforced the current regulations, it would protect our youth.
- No loopholes. Then city should test and after 3 violations, fine.
-
    ### Other
- Look at how other jurisdictions regulate these businesses
    - e.g. regulations in Thurston County are not as strict
- Review the Special Review Guideline Ordinance to see what elements worked and which did not as it pertains to the ID.

3. **If enforcement action were to result in closure of hookah lounges, how would that impact racial equity in your life/communities of color? Impact on public health and safety?**

Positive:

Health
- Reduction of impact of second-hand smoke and/or noise at late hours
- Good for people's health. Indoor smoking should be banned totally. It'd be easier to be around someone smoking in an open field than in a lounge.
- Less smoking - health risks reduced, burning coal danger, smoking impacts on communities of color
- Smoke-free zones are considered best practice for reducing overall rates of smoking (impact on communities of color unclear)
    ### Safety
- If shootings in hookah lounges or starting from there, would help prevent that. Less shootings. Preventing crime. Prevent our kids from the justice system, and from violence.
    ### Youth
- Closure is not a complete solution for the youth. But it's part of small solutions that will help make our community a safe place. This is part of the solution, not everything.

Negative:

Health
- gentrification continues to disrupt social cohesion to the detriment of POC communities - does not take history of racism that needs healing into consideration

- Fails to promote community public health needs; should be contributing resources to heathy outcomes, not by more policing - that has already done harm
- Removes a place where people can participate in cultural practice of smoking hookah (as opposed to smoking at home where children are present)
- Removes a place to come together where alcohol is not served.
- It would devalue our voice and magnify the discriminatory impact. Sends a message to me that I'm not welcome and Seattle is not a place for me. Saying Seattle is not a place for hookah, is like saying that it's not a place for people of color.
- Hookah lounges may relocate to outside of City of Seattle and into other communities of color outside of the City
- Impact would be negligible because community members are smoking in their homes and this has a much bigger impact on health and on youth than the private clubs; Hard to predict the physical impact: people would find other ways to do same activities (at home, etc);
- Closure of hookah lounges does not address the reason for health inequities in the county - structural racism.

Social cohesion
- People might blame API community for these closures, and it would further exacerbate the tension between API and black/African immigrant communities
- Would damage a lot of relationships in the community
- Eliminates a place for people of color and diverse communities to 1) to come together as family and friends, 2) build relationships across race and culture, 3) provide networking support for immigrants in finding housing and an emotional and psychological support system, 4)study, 5)network between young professionals (Microsoft, Amazon, etc.) and young people seeking advancement opportunities

Safety
- No impact on safety – no evidence that the public safety concerns stated were caused by HL, a subjective narrative based on stereotypes, the public was primed to believe and repeat

Youth
- If they close the hookah lounges, people are just going to be harassed by the police because there's nowhere else to go.
- if clubs are closed, youth will just go somewhere else and won't solve the issues with youth
- You're taking away a social activity for east African youth without providing an outlet.

Economic
Exacerbates gentrification as business owned and belonging to communities of color are forced to close/move out of Seattle.
- would hurt surrounding businesses
- hurts the jobs of the owners who see their business as a stepping stone for further economic advancement, the cleaning crew and the security crew
- It goes beyond loss of job-creation. Black people don't just need jobs, we are looking for liberation. There's a difference between black people having a job vs. having a black-owned business and having the ability to determine your economic future (this is liberation).
-

4. **If hookah lounges are able to continue operating legally, how would that impact racial equity in your life/communities of color? Impact on public health and safety?**

Positive:
> *Health*
- From a harm reduction perspective, hookah lounges lessen the harm to East African (in particular, Muslim youth) because lounges as businesses are regulated, limit smoke exposure, fire risk/hazards are controlled, contained, occupancy limits, safe and regulated. If people smoke hookahs in their homes they could injure vulnerable populations (children/elderly) and worse could burn down their home. For example, in college, a Muslim friend went to a private hookah gathering. She was assaulted and was afraid to come forward – at least a business establishment could be held responsible.
> *Social Cohesion*
- Supports black-owned businesses and safe, culturally appropriate spaces for people of color
- longer term benefits for white people by undoing the system of racism that has never targeted a category of white-owned businesses in the way that the hookah lounge owners have been targeted through this process
> *Youth*
- Accepted safe space. Continue providing safe spaces for young people to go. are a safe place for young people who don't drink to come and hang out
> *Safety*
- The conversation around safety has opened people's eyes and hopefully people would do more to protect their own people, and be more safe in general. On the part of lounges, families, and people in the community.
> *Economic*
- directly these businesses have created jobs not only for co-owners, many of whom struggled finding work during economic downturn despite high levels of education and training, but also for cleaning crew, security, parking attendants; also bring in business for nearby businesses, restaurants, gas station, etc

Negative:
- Late night disruption – street racing, crowds in street would continue in the International District
- Violence is a systemic problem, regulating hookah lounges will not address
- Issues of concern in the E. African communities, in API communities will not be addressed by keeping the status quo

5. **Are there causes other than hookah lounges that contribute to your concerns that the City should focus on in order to achieve more equitable outcome for communities of color?**

ID Public Safety
- City's failure to be responsive to general ongoing issues of concern to the community; years of neglect in relationship to the public safety "crisis" in the ID
- Crime and homelessness was driven out of Pioneer Square and retail core and into the ID
- Need for better relationship between the business owners and the police to deal with issues in around the neighborhood;
- Need more police presence and response, emphasis on community policing; gang intervention strategies – spend time with youth in community
- Additional lighting on the streets
- The problem of violence existed long before the first hookah lounge ever opened its doors in Seattle
- Segregation, poverty, lack of jobs, discriminatory policing, failing public schools, gentrification, and the proliferation of handguns – these all contribute to violence. We are all affected by it, but Black communities have been injured the most deeply. Our experiences of violence are different, but the root causes are the same

ID Community Development
- Lack of City concern about infrastructure projects impacts on wellbeing of the community (Street car, transmission station to serve South Lake Union)
- Low prioritization for City resources (branch library the size of a closet, "post office" park a year behind schedule, inadequate resources to support community purchase of the building that Kings HL is in for a senior care center – now under private control and cheap space to lease out)
- Housing affordability decreasing, increasing homelessness in the ID
- Just letting things decline in ID – new Yesler terrace residents won't tolerate; then Paul Allen will be able to take over

East African youth
- Lack of alternative culturally welcoming activities and spaces - "There's no Somali center to prevent youth in doing these (other) activities."
- No strategies developed collaboratively with the community to address needs of immigrant families and youth; no capacity among smaller organizations that can keep youth out of the street.
- The city has invested a lot in youth violence prevention, concerned about how resources are being spent for the Youth Violence Prevention Initiative and how they are tailored to meet needs of East African youth
- SYVPI is disconnected from the Somali youth and their families that we work with; partly because it isn't located in accessible areas and partly because the organizations that are funded like YMCA, Boys and Girls Club aren't culturally competent spaces for youth and their families
- Acculturation of youth and associated challenges – develop a common youth agenda across ethnic communities.

Somali Community Economic and Community Development
- Lack of capacity invested in economic development support for most vulnerable groups.

- Unemployment in City is 8%. But if you looked at our [east African] community, it's 50%. We're very high compared to national, state and City. So many factors keeping youth from the jobs they need. No program prepares them for work tools, support to get jobs around the City.
- Unemployed, free youth have nothing better to do than hookah bars and streets. While we see our youth end up in jails, which is really hurting everybody, we want this to stop
- So much construction in New Holly, you don't see any black people or immigrants working it. These are the neighbors, and the jobs that pay well; they get white people from 300 to 400 miles to do it.
- Jobs for youth; promote young people to other businesses to encourage that they get hired; talk to City HR directors to change the language of job descriptions so that they are more accessible to young people
- Lack of cultural awareness and impacts of class/poverty issues. What do communities need to be effective, functional for next generation?
- No support to deal with the stresses of immigration/refugee experiences and acculturation of youth. This question should be in a larger context of how to make the city welcoming and provide the right opportunities for immigrant youth.
- Diversity of needs w/in E. African groups need to be disaggregated, needs assessed, collaborative problem solving

General issues of People of Color in low opportunity areas
- Schools that do not meet needs of children/low quality
- City Education Levy doesn't address POC – goes to organizations that are not accountable to communities of color
- Gentrification; housing cost, pushed further from jobs and services, leaves youth and families more vulnerable (East African grocery stores are going out of business because their customers are displaced)
- Inadequate parks, youth activity centers/programs, healthy activities
- Transportation barriers; inadequate connecting routes in south Seattle, light rail gentrified but did not help People of color
- Excess hand gun availability
- No community policing; emphasis on criminalization, disproportionately impact youth of color
- Historical closure of "black/POC spaces"
- Lack of funding for culturally appropriate health education on smoking and marijuana risks
- Impact of war on drugs in communities of color versus legalization and wealth building on legalized marijuana in white community

6. **If hookah lounges are able to continue to operate, what specific regulatory requirements do you think the City should place on their operations to lessen negative impacts or increase benefits for communities of color?**

General
- Ensure that ventilation, other public health regulations are maintained to make sure that lounges are safe

- General, make sure normal policies and business practices are followed. Provide more structure: would create better relationships between City and owners, helps owners show that they care for their clientele. [IRC]
- If the regulations could exclude using drugs, or prostitution.

Zoning
- Should not open in residential areas. Not close to schools, elder homes. Would minimize negative impacts to residents
- allow in entertainment zone/in more commercial areas away from residential areas (ID is a mixed-use zone, but is currently very densely populated)
- [came up at least 3 other times]

Age
- As long as the person is an adult, what they do is their decision. Implement ID-checking for young. no entry without ID
- Increase the minimum age to 22; 22-year-olds make better decisions. Or at least drinking age, 21.

Membership
- no membership fee at door--should be an application process
- Should have a window between applying for membership and then acceptance: e.g. 24 hours.

Operating hours
- They shouldn't open past the time you can have a regular club. Not after 2 for sure.
- Close by 11.

7. **Are there any other racialized impacts the City should be aware of related to hookah lounge operation and regulation?**

Public Safety
- Hookah lounge owners are now hesitant to call the police for fear that their calls will be used against them as a reason to close the business

Impact of Culture of Enforcement
Many leaders in the API community, as well as from within the diverse East African communities expressed deep concern over the role the Mayor and other elected officials played in setting the tone around enforcement policies surrounding the hookah lounges. Their concerns include:
- (at a time of grief for both African American and API) the City has taken advantage of our pain and suffering to push an agenda that would do nothing to stop the violence that is killing our people
- By announcing the City's crackdown on hookah lounges and linking these businesses to the deaths of Donnie and recent deaths in the African-American community, the Mayor has publically blamed an entire class of small, largely Middle Eastern and East African-owned businesses as the root causes of violence
- The connection that was made between the hookah lounges, the hookah lounge members and violent crime/Donnie's death further perpetuated a racist stereotype criminalizing black people
- Criminalization of communities of color and East African culture; "I live in the Central District, just because someone died in my neighborhood (and I'm black) does that make it my fault?"
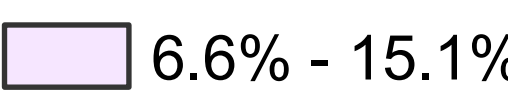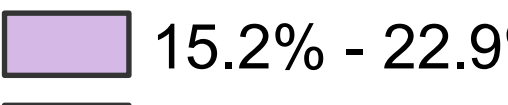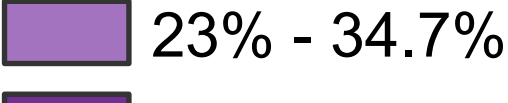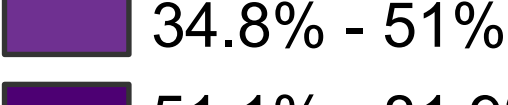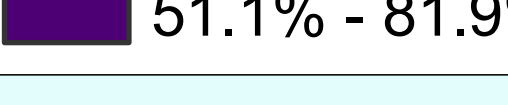
- Many leaders in the API community and in the ID in particular felt that the decision was a distraction from the real issues impacting these communities. Felt like politicians used their moment of grief over Donnie's death to capitalize on their own agenda.
- Messaging relied on a few perspectives, which became the whole story, triggered hyper-vigilance about terrorism, black men sitting in a parking lot = danger
- To get the message that the City is against your traditions sends a broader message about not belonging.
- Some Somali community leaders felt insulted by the connection between closing shisha clubs and youth violence
- Several community leaders who attended the press conference where the Mayor made the announcement to close the clubs were not informed ahead of time what was going to be said, and felt mislead to believe they were supporting something different.
- The criminalization of hookah owners/members also perpetuated through the reporting in the mainstream media coverage of the issue; this helped to perpetuate harm caused by rhetoric of violence and communities of color
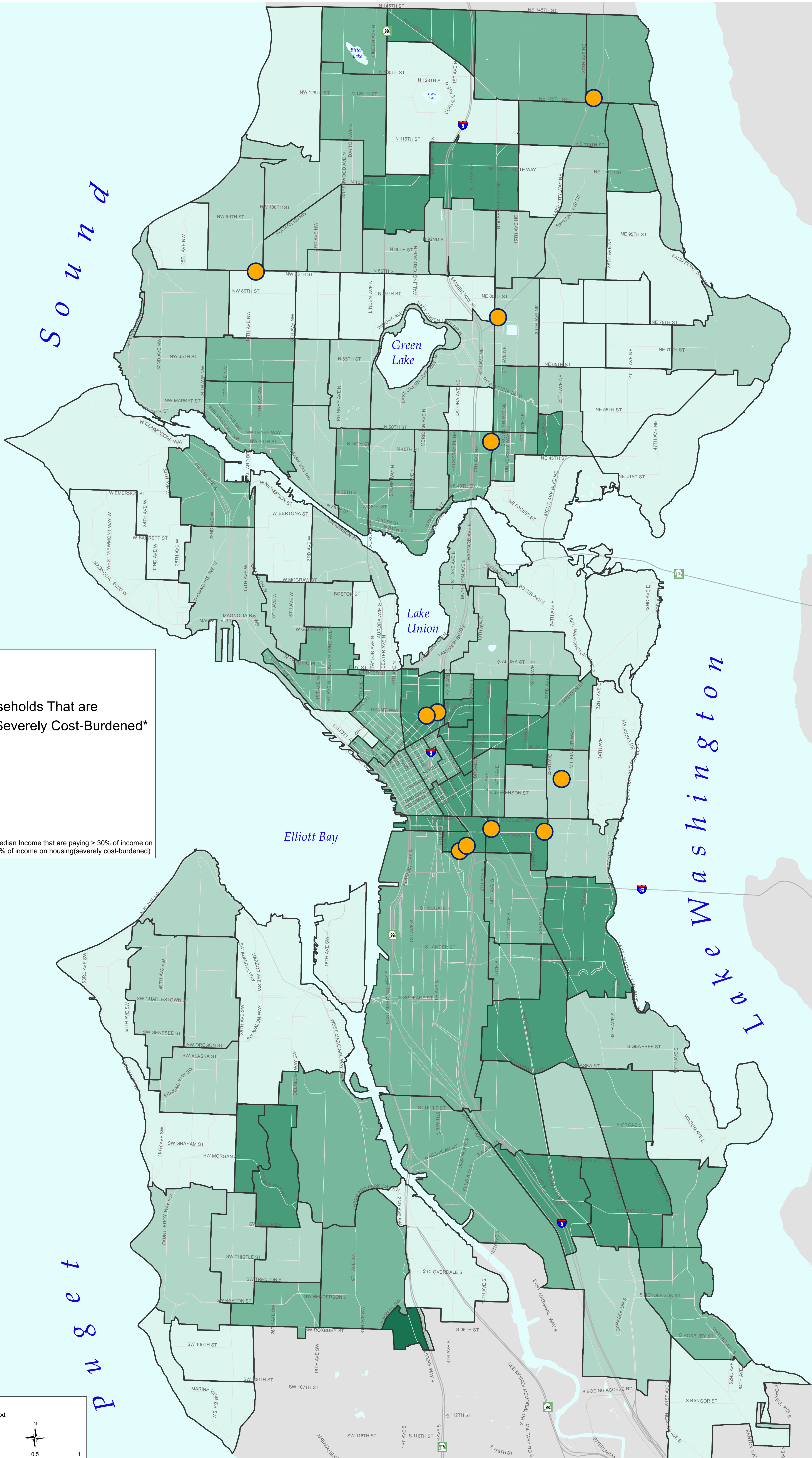- "How am I already seen and how does this narrative reinforce and make it worse?"
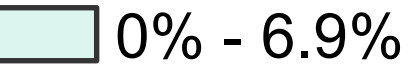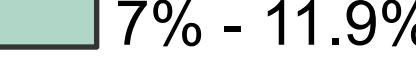
Hookah Lounge

⬤
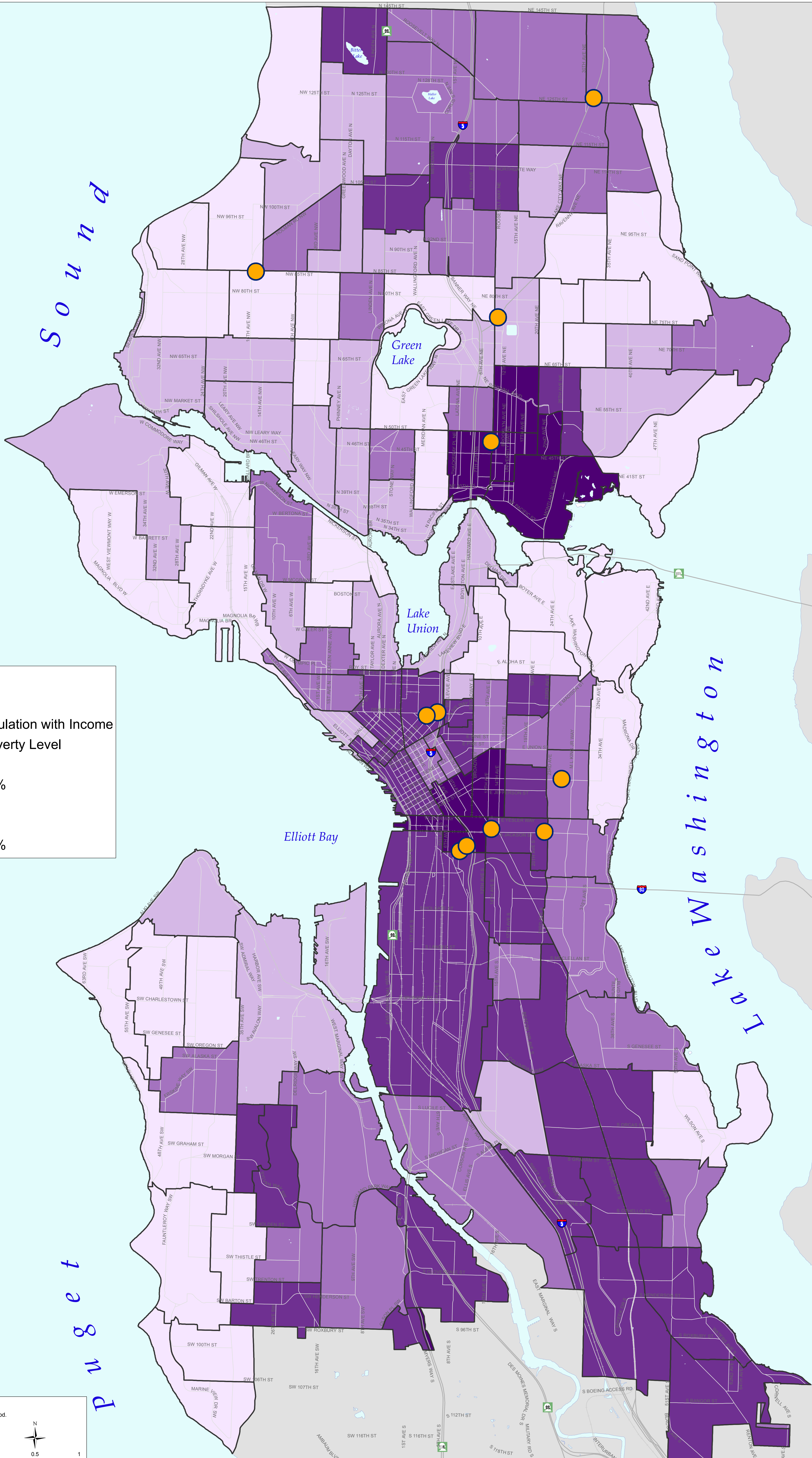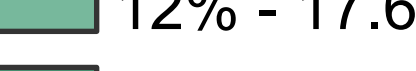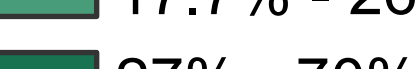
Percentage of Population with Income
Below 200% of Poverty Level

☐	6.6% - 15.1%
☐	15.2% - 22.9%
☐	23% - 34.7%
☐	34.8% - 51%
☐	51.1% - 81.9%

Sound

Puget

Sound

Green Lake

Lake Union

Elliott Bay

Lake Washington

N

0   0.5   1
Miles

Hookah Lounge

⬤

Percentage of Households That are
Cost-Burdened or Severely Cost-Burdened*

☐ 0% - 6.9%
☐ 7% - 11.9%
☐ 12% - 17.6%
☐ 17.7% - 26.9%
☐ 27% - 70%

*Households with incomes 80% Area Median Income that are paying > 30% of income on
housing (cost-burdened) or paying > 50% of income on housing(severely cost-burdened).

S o u n d

*Green
Lake*

*Lake
Union*

L a k e W a s h i n g t o n

Elliott Bay

P u g e t

Census Tract Boundaries based on 2010 Census.
Census data based on 2007 - 2011 ACS.
Census data classified on the Natural Breaks(Jenks) method.

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Produced by SPU-IT, GIS Products & Services

Coordinate System: State Plane, NAD83-91, Washington North Zone
Vertical Datum: North American Vertical Datum of 1988(NAVD88)

August 31, 2015
T:\carts\ArcMap\2015\mayor\mxd\HookahLoungeHouseCostBurden.mxd

N

0   0.5   1
Miles

Attachment 9 – Guidelines Drafted by Frank Irigon

(DRAFT)

Operating Guidelines

A. All private hookah bars shall voluntarily comply with the following operational guidelines:

1) There shall be no on-site smoking or inhaling of any illegal or prescription drug or substance at any time.

2) There shall be no on-site smoking or inhaling of marijuana at any time.

3) All smoking areas must be open to view by owners, co-owners, security and patrons.

4) No person under eighteen (18) years of age shall be permitted within any area of the business premises.

5) No live entertainment shall be permitted within a hookah bar.

6) No alcoholic beverages shall be allowed, served or sold for on-site consumption in conjunction with a hookah bar.

7) The interior of the business shall maintain adequate illumination to make the conduct of patrons within the premises readily discernible.

8) No guns allowed policy.

9) Sound emitted from a hookah bar is to be in violation if the sound is plainly audible from 10 pm to 7am.

B. All private hookah bars owners, co-owners or representative shall voluntarily do the following:

1. Join the C-ID Public Safety Committee

The number of emergency calls for service to the Seattle Police Department may not necessarily be used as the singular basis for concluding that a hookah bar is operating as a nuisance.

(Submitted by Frank Irigon – 9/9/15)