

I. Development Without Displacement Policies

PolicyLink and the Chicago Rehab Network have published online resources that promote the adoption of “development without displacement” (D w/o D) policies in order to equitable manage neighborhood change. These policies, also referred as anti-displacement policies, intend to find ways to include the costs of displacement in redevelopment.

PolicyLink’s Development Without Displacement Toolkit proposes a suite of policy strategies that can help communities facing rapid housing market appreciating protect current residents and promote development without displacement (PolicyLink, 2011). The policies are organized into four topic areas: affordable housing, economic opportunity, land use and environment, and health and place. An overview of the D w/o D policies under each topic area is listed below. Visit the PolicyLink Equitable Development Toolkit website for detailed content on each strategy¹.

Topic	Policies and Strategies
Affordable Housing	<p>Values: protect tenants and rental housing, stabilize and improve neighborhoods, promote community and resident ownership, leverage market activity, generate capital, expand affordable housing stock</p> <ul style="list-style-type: none">• Rent Controls• Expiring Use Properties• Just Cause Eviction Controls• Code Enforcement• Foreclosed Properties• Transit Oriented Development• Healthy Food Retailing• Commercial Stabilization• Employer Assisted Housing• CDCs with Resident Shareholders• Community Land Trusts• Cooperative Ownership Models• Limited Equity Housing Cooperatives• Infill Incentives• Commercial Linkage Strategies• Resident-owned CDFIs• Community Reinvestment Act• Housing Trust Funds• Inclusionary Zoning• Community Mapping• Transit-Oriented Development
Economic Opportunity	<p>Values: link residents to opportunities, create good jobs, improve transportation access, build assets</p> <ul style="list-style-type: none">• Local Hiring

¹ PolicyLink Equitable Development Toolkit: <http://tinyurl.com/5wo5aag>

Topic	Policies and Strategies
	<ul style="list-style-type: none"> • Minority Contracting • Living Wage Provisions • Healthy Food Retailing • Transit-Oriented Development • Community Mapping • Resident-Owned CFIs • CDCs with Resident Shareholders • Employer-Assisted Housing
Land Use and Environment	<p>Values: revitalize commercial districts, build walkable neighborhoods, preserve and create neighborhood assets, ensure equitable public investment, expand equitable development opportunities</p> <ul style="list-style-type: none"> • Healthy Food Retailing • Brownfields • Infill Incentives • Commercial Stabilization • Community Mapping • Transit-Oriented Development • Infill Incentives • Community Land Trusts • Inclusionary Zoning • Developer Exactions • Real Estate Transfer Taxes • Commercial Linkage Strategies
Health and Place	<p>Values: increase access to healthy food, encourage active living, improve environmental quality</p> <ul style="list-style-type: none"> • Healthy Food Retailing • Transit-Oriented Development • Community Strategies to Prevent Asthma • Code Enforcement • Brownfields

MAPC has spoken with two organizations that have implemented development without displacement policies to learn more about Development without Displacement policies has been integrated into government practice.

Case Studies: Integration of Development Without Displacement Policies into Municipal Planning and Policy

The **Chicago Rehab Network**, staffed by the Voorhees Center at the University of Illinois at Chicago, has compiled case studies of anti-displacement strategies that have been pursued in Chicago neighborhoods. Visit the Chicago Rehab Network website for case studies of specific strategies pursued in Chicago neighborhoods (Chicago Rehab Network, 1995). The Network has also advocated for the City's adoption of development without displacement policies through its

leadership on various city task forces.

MAPC spoke with Janet Smith, co-director of the Voorhees Center to determine whether the recommended policies have been adopted by the City. As of spring 2011, the Center reports that none of the development without displacement policy recommendations put forward to the Chicago affordable housing committee regarding development associated with the 2016 Olympics (in Feb 2009) have been adopted yet. Recommended policies included a one-for-one replacement policy and a system of circuit breakers to alert the city of impending loss of housing units with special concern toward multiunit rental properties in danger of foreclosure.²

The **Association of Bay Area Governments (ABAG)** has administered a Development without Displacement (D w/o D) grant program and a website of D w/o D resources. ABAG defines D w/o D policies as including policies that:

- Encourage infill and the efficient use of land capacity within existing communities
- Provide for compact, complete, resource-efficient communities near existing or planned transit and other infrastructure
- Provide opportunities for people to live near their jobs and work near their homes
- Encourage a mix of land uses with jobs, housing, retail, schools, parks, recreation, and services in proximity
- Locate development in areas served and likely to be served by frequent passenger rail, bus, and/or ferry service
- Support community revitalization without displacing current residents
- Ensure that all socio-economic groups benefit from regional change
- Use existing infrastructure capacity and maximize return on new infrastructure investments
- Reduce the number and length of auto trips and facilitate walking and biking
- Maintain goods movement corridors and retain land uses that support related distribution and industrial uses
- Direct development so as to promote and protect public health and safety, avoid hazards, and/or mitigate development impacts
- Reserve land to accommodate future growth at appropriate densities

MAPC spoke with Marisa Raya, ABAG regional planner and contact for ABAG's Development Without Displacement Program to learn more about how the program was conceived and how it has been integrated into regional planning practice. Marisa shared that in 2008, the California Transportation Commission (Caltrans) issued a request for proposals for regional councils of government to apply for grants aimed at supporting transit-oriented development planning initiatives with environmental justice components. ABAG received a \$200,000 grant for 2008-2009 and used \$100,000 to support internal work and regranted the remaining \$100,000 through a competitive grant program for cities and counties in its region, which it named the Development Without Displacement program. The program provided civic engagement grants to fund community-based anti-displacement efforts. The criteria for these competitive grants were as follows:

² Personal communication with Janet Smith, co-director of the Nathalie P. Voorhees Center for Neighborhood and Community Improvement (VC) at the College of Urban Planning and Public Affairs at the University of Illinois at Chicago, April 2011.

- A city and community-based organization should apply in partnership
- The area should be a regional Priority Development Area identified through the FOCUS program
- The partnership work with local residents or employers to identify an anti-displacement strategy that could be implemented through a current planning process (ABAG, 2009)

A specific focus of the program was to address market-driven displacement due to rising rents. ABAG adopted a “Development without Displacement” frame (which it coined with the support of PolicyLink, a subcontractor to ABAG through the Caltrans grant) because of an intent to move away from academic language and discourses on gentrification, which it found to be contentious terminology. ABAG also worked with PolicyLink to tailor its Transit-Oriented Development (TOD) toolkit to include a focus on Development without Displacement.

ABAG awarded 18-month grants to 22 cities to support the implementation of neighborhood-specific civic engagement plans. The communities funded to do the work included Richmond, Oakland, and San Francisco – communities with very diverse environmental justice populations. ABAG reports that many communities struggled to reach community-based organizations and communities of color³. ABAG issued a report that outlines some results from the planning grants. Highlights:

- **San Francisco’s Mission District.** The ABAG grant resulted in changes in municipal zoning and economic development policy through the participation of city and county government and the Mission Economic Development Agency. The partners helped preserve the Latino business district through a reevaluation of zoning in that area. The city shifted pressure to meet height and density requirements from the Latino business corridor by lowering height requirements in the business district and shifting height requirements elsewhere, and it provided assistance to businesses to help them secure better lease agreements. This is a good example that not development leads to displacement. The growth policy did not concentrate on the downtown but put it next door to the downtown. It valued the Latino business district and culture.
- **Oakland’s Lake Merritt BART Station.** “Asian Health Services, the City of Oakland, and the Oakland Chinatown Chamber of Commerce partnered to develop a Lake Merritt BART Station Area Community Engagement Plan that would include anti-displacement measures and affordable housing protections while supporting continued growth of neighborhood businesses, residences, recreation opportunities, and cultural institutions.” The goal of the process included increasing transit use and pedestrian and bicycle connectivity, encouraging mixed-use development, and providing greater connections between neighborhoods within the station area. ABAG funding has enabled food at meetings and simultaneous translation into several languages, drawing a large representation from Chinatown and other neighborhoods that surround the area (ABAG, 2009). The planning is still underway and details can be found online⁴. The following broad goals have been identified thus far:
 - Increase the housing supply, especially affordable housing for low-income residents. Specifically increase the amount of housing around the BART station.
 - Increase jobs and improve access to jobs along the transit corridor.
 - Provide services and retail options in the station area.

³ Personal communication with Marisa Raya, regional planner at the Association of Bay Area Governments, April 2011.

⁴ City of Oakland webpage on Lake Merritt Station Area Plan:
<http://www2.oaklandnet.com/Government/o/CEDA/o/PlanningZoning/s/Plans/DOWD008198>

- Identify additional recreation and open space opportunities.
- **Richmond's Equitable Development Initiative.** The Richmond Equitable Development Initiative (REDI) is a collaborative of community-based organizations working to address environmental justice and economic development issues. The funding enabled REDI “to engage residents around housing solutions, including the development of a community land trust (CLT) and new housing development on congregation-owned land.” REDI also worked closely with the City’s Redevelopment Agency to develop a strategy to address housing needs and foreclosures. Results thus far:
 - The City Council has passed an ordinance supporting the creation of a CLT and a strategy is being developed around how a CLT can be created given the current economic environment. REDI and the City of Richmond have a history of collaboration; in 2006, REDI partnered with the City to expand the City’s local employment program, which provided residents with more opportunities to work on local development projects.
 - In 2009 the Richmond City Council unanimously passed an ordinance to enact a “Just Cause” ordinance protecting tenants from unfair evictions when homes are foreclosed.
 - Learn more about REDI here: <http://www.workingeastbay.org/section.php?id=50>

As of April 2011, ABAG is focused on creating a regional plan and will not be applying for another Caltrans grant. It is working to include anti-displacement policy in the regional plan. It is also conducting a Regional Housing Needs Allocation (RHNA)⁵ and identifying annual housing targets to meet needs. An identified goal is that new housing growth should occur without displacement.

Through its engagement with ABAG on the D w/o D program, PolicyLink has generated recommendations for how regional agencies can promote development without displacement in transit-rich areas. MAPC will consider how these strategies can be integrated into our Sustainable Communities-funded activities and our general housing work.

- 1) Develop an online Equitable Development Indicators System to track, monitor and evaluate equity outcomes in Priority Development Areas (PDAs)⁶ and other geographies in the region over time.
- 2) Establish specific equity-focused performance measures for Priority Development Areas and include these measures as criteria for the receipt of capital infrastructure investments and station area planning grants.
- 3) Continue to fund station area plans and strengthen community engagement as a condition for receiving funds.
- 4) Promote a regional affordable housing strategy that emphasizes the retention and expansion of affordable housing and the prevention of displacement near transit.
- 5) Include an Equity Innovations Forum where practitioners can exchange best practices and resources as a part of its new web platform.
- 6) Convene an Equity Caucus to engage elected officials representing the PDAs to discuss how to meet equitable development goals.
- 7) Evaluate current regional investment policies and make recommendations for how to ensure equitable development and prevent displacement.

⁵ The Regional Housing Needs Allocation (RHNA) is a state-mandated process for determining how many housing units, including affordable units, each community must plan to accommodate over a seven year period. (ABAG, 2009)

⁶ Priority Development Areas are a designation that local governments in the nine-county San Francisco Bay Area can apply for through ABAG’s FOCUS grant program. PDAs are locally-identified, infill development opportunity areas located near transit. For more information, visit: <http://www.bayareavision.org/pdaapplication/>

- 8) Modify parking fee structures and policies to benefit existing communities, e.g., creating “parking benefits districts”) that recirculate the revenues generated by parking fees in the community to fund neighborhood improvements.
- 9) Incorporate affordability, transit access, walkability and displacement prevention in regional sustainable communities planning.

(ABAG, 2009)

