

Managing Neighborhood Change: Anti-Displacement Strategies

Literature Review | Annotated Bibliography

1. AARP Public Policy Institute. Harrell, R., Brooks, A. & Nedwick, T. (2009). Preserving Affordability and Access in Livable Communities: Subsidized housing opportunities near transit and the 50+ population. Washington, DC. Source: <http://www.aarp.org/home-garden/housing/info-09-2009/2009-15.html>.

One of the things this report attempts to do is to identify the policies and program interventions that can ensure that no affordable housing is lost, as well as influence the trajectory of community development and transportation planning and investments to better serve our country's changing demographics and changing needs. In order to identify the interventions, the researchers undertook the following: engaged in three key activities: (1) evaluating demographic data and social and economic trends in the areas of housing, transportation, and other community development issues as they relate to the future needs of communities, particularly among people age 50 or older; (2) quantifying and mapping the number of federally subsidized affordable housing properties serving older persons within 20 different metropolitan areas across the country, both near and far from quality transit; and (3) conducting interviews with older residents of federally subsidized affordable housing developments in five of the 20 cities. The quantitative portion of the analysis used geographic information system (GIS) mapping analyses of the public transportation networks and the sites of federally subsidized housing in 20 metropolitan areas. This report is principally concerned with households that receive federal project-based rental subsidies under HUD programs including project-based Section 8 and Section 202/811 Supportive Housing for the Elderly and Persons with Disabilities. This mapping was done using the affordable housing database of the National Housing Trust and the National TOD database of all the fixed-guideway transit stations (rail and bus rapid transit) across the United States provided by Reconnecting America and the CTOD.

2. Clay, Philip. 1979. Neighborhood Renewal. Lexington, MA: D.C. Heath and Company.

The author provides an overview of the characteristics of gentrifying and upgrading neighborhoods, key actors in gentrification and upgrading, emerging issues in gentrification and neighborhood renewal, and on overview of policies for revitalization that cities ought to undertake. Most importantly, he differentiates between two types of neighborhood revitalization activity: gentrification and upgrading. Clay defines gentrification as when the "gentry" create a neighborhood ambience and a style that reflect upper middle class tastes and values; their tastes and values supplant those of the lower-income population that dominated the area before revitalization." He defines incumbent upgrading as "that physical improvement y incumbent residents takes place at a substantial rate with no significant change in the socioeconomic status or characteristics of the population. It is important to note that definitions of these terms vary wildly among academics.

3. The Chicago Rehab Network and the Nathalie P. Voorhees Center for Neighborhood and Community Improvement. (1995). Development without Displacement Task Force Background Paper. Source: <http://www.uic.edu/~pwright/dwd.html>

The CRN organized a task force of representatives from communities undergoing gentrification and displacement, government officials, business interests and researchers. The task force had as its goal to develop a series of policies for the City of Chicago to guide community development without displacing the existing residents and businesses who reside in communities that need reinvestment. The researchers outline approaches, policies, strategies, or programs addressing the issue of development without displacement. The research team looked at the policies and programs at the federal level and City of Chicago programs that were being implemented. They also compile a list of programs and strategies that have been used in Chicago and other cities and also case studies of Chicago communities that have been fighting displacement.

4. Great Communities Initiative. (2007). Preventing Displacement Policy Fact Sheet. Great Communities Toolkit. Source: <http://greatcommunities.org/resources/regional-tools/gcc-toolkit-table-of-contents/>

This fact sheet discusses how to mitigate displacement in station areas. It recommends strategies for reducing displacement of people and homes and businesses and jobs. This report also identifies four types of displacement:

- Direct residential displacement: displacement of residents when homes are redeveloped
- Indirect residential displacement: displacement of residents when property values and/or rents are raised and residents cannot afford to stay
- Direct commercial displacement: displacement of shops by chain stores or new building development
- Indirect commercial displacement: displacement of shops due to a lack of customers, inability to pay rent, or to compete with newer stores

5. Kennedy, Maureen, and Leonard, Paul. (2001). Dealing with Neighborhood Change: A Primer on Gentrification and Policy Choices. The Brookings Institution Center on Urban and Metropolitan Policy and PolicyLink (April 2001): 1-70. Source: http://www.policylink.org/atf/cf/%7B97C6D565-BB43-406D-A6D5-ECA3BBF35AF0%7D/DealingWithGentrification_final.pdf

This paper attempts to accomplish four things: provide a clear definition of gentrification; lay out the causes and the consequences of gentrification, both good and bad; to clarify the perspectives of various stakeholders with regard to gentrification, and to offer some practical strategies to address gentrification in the context of equitable development. This paper examines recent gentrification dynamics in both hot economies and those that have moderate growth rates in four cities: Atlanta, the San Francisco Bay Area, Cleveland and Washington, D.C. The authors argue that equitable development should be supported, which is defined as: the creation and maintenance of economically and socially diverse communities that are stable over the long term, through means that generate a minimum of transition costs that fall unfairly on lower income residents.

6. Levy, Diane, Comey, Jennifer and Padilla, Sandra for the Urban Institute. (2006). In the Face of Gentrification: Case Studies of Local Efforts to Mitigate Displacement. Source: http://www.urban.org/UploadedPDF/411294_gentrification.pdf

This report outlines anti-displacement mitigation strategies drawing upon case study examples from cities and neighborhoods undergoing neighborhood revitalization and gentrification that is in the early, middle, and late stages. The authors characterize communities by stated of gentrification in order to examine strategies according to housing market context and in order to “acknowledge the balance needed between encouraging revitalization and managing gentrification”. The following communities’ experiences are highlighted in the report: St. Petersburg, FL, Sacramento, CA, Atlanta, GA, Los Angeles, CA, Seattle, WA, and Chicago, IL. The authors note that “strategies used to prevent displacement are influenced by a number of factors, including intensity of the housing market, local political climate and local organizational capacity”.

7. Mallach, Alan. 2008. Managing Neighborhood Change: A Framework for Sustainable and Equitable Revitalization. Source: <http://www.nhi.org/pdf/ManagingNeighborhoodChange.pdf>

This report, geared towards CDCs, local officials, and other stakeholders, including local institutional, business, and community leaders, attempts to outline strategies for managing neighborhood change in order to bring about sustainable and equitable revitalization. The author identifies external and internal factors of neighborhood change. External factors include immigration, competing sources of housing supply, and job and business growth. Internal factors include desirability of neighborhood housing stock, neighborhood stability, and neighborhood amenities and quality of life. He also offers a useful typology of neighborhood housing market features that classified neighborhoods into six types. In addition, the author believes that any strategy for ensuring sustainable and equitable revitalization involves undertaking the following four activities:

- Understanding neighborhood change. Understanding what is going on from a housing-market perspective and tracking market change in the neighborhood over time;
- Building the market. Framing and implementing strategies to build a stronger real-estate market in weak-market areas;
- Promoting equitable revitalization. Framing and implementing effective strategies to ensure that lower-income neighborhood residents benefit from neighborhood change; and
- Changing strategies over time. Understanding how to shift strategic directions as conditions change, and recognizing which strategies are most suitable at what points in a neighborhood’s course of change.

8. Mertz, Kaycee Elizabeth. (2008). Equitable Development Tools to Mitigate Residential Displacement Due to Gentrification: Case Studies of Three Atlanta Neighborhoods. (Thesis).

This study uses Policy Link’s Equitable Development Toolkit (2008) as a model for evaluating the City of Atlanta’s efforts to reduce residential displacement due to gentrification, as well as the efforts of three specific neighborhoods: the Martin Luther King Jr. Historic District (MLKHD), Reynoldstown, and Inman Park. These three neighborhoods exhibit the typical characteristics of

Atlanta's gentrifying areas, including: significant historic resources, proximity to downtown, access to transit, old industrial sites, and residential areas historically home to African-Americans.

9. Reconnecting America and the Center for Transit-Oriented Development. 2011. Mixed Income Transit Oriented Development Action Guide. Source: www.mitod.org

This Action Guide is a tool for local jurisdictions working to foster mixed-income transit-oriented development (TOD) around planned transit stations. The term "mixed-income TOD" (MITOD) is shorthand to describe a set of goals that includes the provision of a mix of housing choices, affordable to a range of incomes, for people at different stages of life within a specific transit station area. The goal of this guide is to help practitioners identify the most appropriate and effective planning tools for achieving MITOD in their transit station area, and ultimately to facilitate the development of mixed-income communities across the United States.

10. Pollack, Stephanie, Bluestone, Barry, and Billingham, Chase. (2010). Maintaining Diversity in America's Transit-Rich Neighborhoods: Tools for Equitable Neighborhood Change. Dukakis Center. Source: www.dukakiscenter.org/storage/TRNEquityFull.pdf

This report reviews neighborhood change, gentrification, and displacement that occur around transit-rich neighborhoods, reviews how gentrification can occur, provides an overview of neighborhood change around rail transit in 42 neighborhoods in 12 metropolitan areas between 1990 and 2000, and explores the symbiotic relationship between neighborhood diversity and transit. Notably, the report distinguishes between gentrification and displacement. Gentrification is described as a "pattern of neighborhood change in which a previously low-income neighborhood experiences reinvestment and revitalization, accompanied by increasing home values and/or rents." The report also argues that gentrification is not always associated with displacement. The report defines displacement as "a pattern of change in which current residents are involuntarily forced to move out because they cannot afford to stay in the gentrified neighborhood...[but] recent studies indicate that...the demographic composition of gentrifying neighborhoods can be altered through a process of succession or replacement driven by accelerated turnover of the housing stock...[that is marked both by unequal retention of existing residents (with wealthier and/or better-educated residents more likely to remain) and in-migration of wealthier, better-educated residents." Lastly, the authors note that examining who lived in the neighborhoods before the transit was built and who lives there afterwards is important to understand as peoples' existing travel behavior may contribute to "a self-selection process that may contribute to the process of replacement recently observed in gentrifying neighborhoods."

11. Quigley, L. (2010). Preserving affordable housing near transit: Case studies from Atlanta, Denver, Seattle and Washington, D.C. Columbia, MD: Enterprise Community Partners. Source: <http://www.practitionerresources.org/showdoc.html?id=67410>

This report presents case studies on housing built near transit in four cities: Atlanta, Denver, Seattle, and Washington, D.C. It builds on a previous report that was co-authored with the AARP. The report notes that nearly two-thirds of federally subsidized housing that is within walking distance to quality transit is set to expire over the next five years. One of the key partnerships recommended for nonprofits, CDCs, and housing developers is fostering working

relationships with MPOs, as MPOs, like city and state agencies, control critical financial, technical and political resources that can support CDC projects and initiatives.

12. Turner, M. A. & Rawlings, L. (2009). Promoting neighborhood diversity: Benefits, barriers and strategies. Washington, D.C.: The Urban Institute. Source: <http://www.urban.org/uploadedpdf/411955promotingneighborhooddiversity.pdf>

This paper summarizes the substantial body of evidence that residential segregation undermines the well-being of individuals, communities, and American society as a whole. The authors note that while we know much less about the potential benefits of neighborhood diversity than about the costs of segregation, considerable research finds that both whites and minorities gain from diverse communities. Encouragingly, a growing share of U.S. neighborhoods are racially and ethnically diverse, but overall levels of segregation are declining only slowly, and low-income African Americans in particular remain highly concentrated in predominantly minority neighborhoods. This report outlines the impacts of segregation by race and class and outlines strategies and public policies to strengthen neighborhood diversity. Recommendations are targeted to federal government however several can be implemented at the local level as well.