United States
Environmental Protection
Agency

CREATING EQUITABLE, HEALTHY, AND SUSTAINABLE COMMUNITIES:

Strategies for Advancing Smart Growth, Environmental Justice, and Equitable Development

Office of Sustainable Communities
Office of Environmental Justice

Acknowledgments

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Executive Summary

Communities across the country are integrating smart growth, environmental justice, and equitable development approaches to design and build healthy, sustainable, and inclusive neighborhoods. Overburdened communities are using smart growth strategies to address longstanding environmental and health challenges and create new opportunities where they live. Regional and local planners are engaging low-income, minority, and tribal residents in decision-making and producing more enduring development that is better for people and the environment. Community groups, government agencies, and private and nonprofit partners are cleaning up and investing in existing neighborhoods, providing affordable housing and transportation options, and improving access to critical services and amenities.

This informational publication aims to build on past successes and offer other low-income, minority, tribal, and overburdened communities approaches to shape development that responds to their needs and reflects their values. It identifies strategies that bring together smart growth, environmental justice, and equitable development principles and that community-based organizations, local and regional decision-makers, developers, and others can use to build healthy, sustainable, and inclusive communities. These are places that provide clean air, water, and land; affordable and healthy homes; safe, reliable, and economical transportation options; and convenient access to jobs, schools, parks, shopping, and other daily necessities.

The strategies are grouped under seven common elements, or shared goals and principles that connect environmental justice, smart growth, and equitable development. The fundamental overlap between these concepts is around how to plan and build neighborhoods to address environmental, health, and economic disparities and provide opportunities for low-income,

> **"**A clean, green, healthy community is a better place to buy a home and raise a family; it's more competitive in the race to attract new businesses; and it has the foundations it needs for prosperity."
>
> —**Lisa P. Jackson**
> EPA Administrator

minority, tribal, and overburdened residents; therefore, all the approaches described relate to land use and community design. This document provides a brief introduction to each strategy, with a description of what it is, how it supports equitable and environmentally sustainable development, and examples of how it has been used. Local governments and community-based organizations can choose the approaches that best suit their needs and goals. Each of the seven common elements is illustrated by an in-depth case study highlighting a community's experiences with these strategies.

The seven common elements, along with the strategies that fit under each one, are summarized on the following pages.

Strategies Linking Smart Growth, Environmental Justice, and Equitable Development

Common Element #1: Facilitate Meaningful Community Engagement in Planning and Land Use Decisions

Meaningful community participation in land use planning and decision-making can produce development that meets the needs of a diverse group of residents, build broad support for projects, and lead to more effective public processes. Planners and community-based organizations can use interactive, customizable

strategies to engage low-income, minority, tribal, and overburdened residents who face barriers to participation, are not traditionally involved in public processes, or are particularly affected by development proposals.

- **Conducting multilingual outreach** as part of planning and development decision-making is increasingly important with the growing number of U.S. residents whose primary language is not English. This approach results in policies and projects that better meet the needs of community members and have stronger public support.

- **Conducting community assessments** helps residents gather, analyze, and report information about current conditions and needs related to priority issues in their neighborhoods, such as street safety for pedestrians. These hands-on exercises can be facilitated by community-based organizations or local and regional planners.

- **Holding community planning and visioning workshops** helps groups of residents and organizations define a shared vision and goals for a site, neighborhood, city, town, or

region, laying a foundation for subsequent land use policy and regulatory changes and investments.

Common Element #2: Promote Public Health and a Clean and Safe Environment

Designing and developing neighborhoods and buildings to protect air, water, land, and public health—particularly the health of overburdened populations—can reduce exposure to harmful contamination; prevent future pollution; and promote physical activity, reduced incidence of chronic disease, and other positive health outcomes among residents. This section provides land use planning and zoning-related approaches to address the potential environmental and health concerns from chemical plants, refineries, landfills, power plants, industrial livestock operations, and other facilities that are disproportionately located near low-income, minority, and tribal communities. It also discusses ways of cleaning up and reusing the contaminated sites left behind by those facilities, and methods for integrating healthy and sustainable elements into buildings and streets.

- Collaborative planning and zoning strategies can help **reduce exposure to facilities with potential environmental concerns**, mitigating the impacts of existing facilities on surrounding communities and siting and designing proposed facilities to avoid risks.

- Likewise, local and regional planning agencies, community-based organizations, and industry representatives can work together to design freight facilities and surrounding neighborhoods in ways that **reduce exposure to goods movement activities** and support health, environmental, and economic goals.

- **Clean and reuse contaminated properties**—specifically, brownfields and Superfund sites—in ways that support the community's vision for its future. This can be critical to revitalize neighborhoods and increase access to needed amenities in established communities.

Minimizing Displacement

Chapter 3 begins with a special section on tools, policies, and programs that can help to minimize displacement, an important issue that cuts across the seven common elements. Without advance planning and strong community engagement, revitalization efforts in low-income and overburdened neighborhoods have the potential to displace long-time residents due to rising rents and other costs of living. However, a wide range of tools and strategies can be used to involve community members in planning and visioning, provide affordable homes and transportation choices, support local businesses, and minimize displacement in other ways.

- Strategies that **promote green building** can reduce exposure to toxics and pollutants that have been linked to cancer, asthma, and other health problems. These strategies can also reduce energy and water costs, which are often a significant burden for low-income families.

- Local governments and community-based organizations can **build green streets** by carrying out relatively simple and low-cost projects, such as installing rain gardens; or by enacting comprehensive policy changes, such as updating street design standards.

Common Element #3: Strengthen Existing Communities

Many established communities—city downtowns, older suburban neighborhoods, and rural villages—are rich in culture, heritage, and social capital but lack economic opportunities for residents. Investing in these existing communities rather than in new developments on the outer fringes of metropolitan areas can improve quality of life for low-income and overburdened populations by bringing the new jobs, services, and amenities they need. This approach can also help address the health and safety risks presented by contaminated properties, abandoned buildings, and poorly designed streets, and can increase the tax base to support other local needs.

- Approaches that encourage **fixing existing infrastructure first** prioritize the repair and maintenance of existing roads, bridges, buildings, and water and wastewater facilities over the building of new infrastructure in undeveloped places.

- **Reusing vacant and abandoned properties** as community amenities such as housing, commercial space, gardens, or temporary green spaces can remove blight and safety concerns, increase residents' access to needed services and opportunities, and spur additional investment in neighborhoods.

- **Redeveloping commercial corridors** by creating compact, mixed-use land use patterns and making streets safer for pedestrians, bicyclists, and transit users can improve opportunities for businesses and access for residents along these important thoroughfares.

Common Element #4: Provide Housing Choices

Offering an array of housing options by preserving and building affordable housing allows residents at all income levels to live near jobs, services, and public transit; helps to minimize displacement; and reduces transportation costs and air pollution from long commutes.

- **Preserving affordable housing** using tools like deed restrictions, housing trust funds, rehabilitation assistance, and Low-Income Housing Tax Credits can maintain housing choices and access to opportunities for low- and moderate-income families in revitalizing areas and catalyze investment in struggling neighborhoods.

- **Creating new affordable housing** through approaches such as inclusionary zoning, updated land use regulations, and Low-Income Housing Tax Credits is another way to expand housing choices for low- and moderate-income households, including in affluent communities that lack housing options for low-income earners, young people, and seniors.

Common Element #5: Provide Transportation Options

For many low-income, minority, tribal, and overburdened communities, public transit and safe routes for walking and bicycling are critical links to regional employment and educational opportunities that help residents improve their lives. Providing equitable and affordable transportation options improves mobility and access to jobs, services, and other daily necessities for all residents, including those who do not own cars.

- **Providing access to public transportation** through inclusive schedule and route planning and thoughtful transit stop and street design connects people to regional jobs and services.

- **Implementing equitable transit-oriented development** provides affordable housing near transit, which can significantly lower the housing and transportation costs that claim a large share of the incomes of many low-income households.

- Local and regional agencies and community-based organizations can work together to **design safe streets for all users** by incorporating sidewalks, bike lanes, median islands, pedestrian signals, bus lanes, and other facilities for pedestrians, bicyclists, motorists, and public transit users of all ages and abilities into new and existing streets.

Common Element #6: Improve Access to Opportunities and Daily Necessities

All residents, regardless of race, ethnicity, or economic status, should have access to the basic ingredients for healthy, productive lives, including employment and educational opportunities; services such as health clinics and child care; and amenities such as grocery stores, safe streets, and parks and recreational facilities.

- Approaches to **promote diverse, community-centered schools** preserve or build schools that are near the families they serve. Community-centered schools allow students to walk or bicycle to school, which promotes physical activity; and provide important community anchors and gathering places.

- Programs that **create safe routes to school** improve children's health by providing education, enforcement, and infrastructure upgrades that make it possible for them to walk or bicycle to school.

- Planners and community-based organizations can **provide access to healthy food** by removing barriers in land use regulations, offering incentives and financing to retailers, connecting retailers with financing, and assisting with challenging issues such as assembling land for development.

- **Providing access to parks and green space** at all scales provides critical health, social, and environmental benefits for low-income and overburdened communities.

Common Element #7: Preserve and Build on the Features That Make a Community Distinctive

Authentic community planning and revitalization are anchored in the physical and cultural assets that make a place unique. As decision-makers and community stakeholders implement the policies and strategies described in this report, they should build on the distinctive characteristics of their neighborhoods. Preserving and strengthening the features that make a place special maintains what existing residents value about their homes, attracts new residents and visitors, and spurs economic development that is grounded in community identity.

- Community planning and historic preservation strategies can help to **preserve existing cultural features.**

- Tools such as design guidelines and neighborhood conservation districts can **create new development that strengthens local culture** by capturing the specific physical characteristics of development that determine the overall character of a neighborhood and applying them to new projects.

This publication demonstrates that smart growth, environmental justice, and equitable development approaches can be an effective combination for responding to the challenges overburdened communities face, promoting development that is authentic and enduring, and laying the foundation for economic resilience. Taken together or in part, the strategies outlined here can help low-income, minority, tribal, and overburdened communities shape development to respond to their needs and reflect their values. These strategies can also help local and regional planners and policy-makers make land use decisions that are equitable, healthy, and sustainable for all residents.

Chapter 1: Introduction

Communities across the country are integrating smart growth, environmental justice, and equitable development approaches to design and build healthy, sustainable, and inclusive neighborhoods. Residents of Spartanburg, South Carolina, partnered with the local government, federal agencies, and industry stakeholders to create new housing, parks, businesses, and health clinics where brownfields, landfills, and abandoned buildings once existed. In New Orleans' Versailles neighborhood, the community came together after Hurricane Katrina to rebuild its main business corridor and strengthen the neighborhood's sense of place, which is anchored in Vietnamese culture. On the Ohkay Owingeh reservation in New Mexico, tribal leaders are implementing a Master Land Use Plan that creates affordable housing, preserves valuable water resources, and revives traditional Pueblo settlement patterns and historic plazas. Bethel New Life, a faith-based community development corporation on Chicago's West Side, formed a regional coalition to preserve transit service in the predominantly African-American neighborhood and led the construction of shops, child care facilities, an employment center, and energy-efficient and affordable homes around a train station.

These diverse communities and many others are finding that environmental justice, smart growth, and equitable development can be an effective combination for promoting a clean and safe environment, a strong economy, and good quality of life for all residents. Overburdened[1] communities are using smart growth strategies to address long-standing environmental and

Without the appropriate engagement and planning, the implementation of smart growth strategies in low-income and minority communities can displace existing residents due to rising rents and other costs of living. This unintended consequence has caused some environmental justice and equity proponents to question smart growth's inclusivity, and has contributed to a divide between smart growth and environmental justice. However, some communities have worked hard to bridge that divide, and have found that a wide range of tools and strategies can be used to engage community members in neighborhood planning and visioning, provide affordable homes and transportation choices, support local businesses, and minimize displacement in other ways. Many of them are described in this publication.

Ohkay Owingeh Pueblo's Master Land Use Plan strengthens the pueblo's cultural identity and protects its natural surroundings by maintaining its traditional commitment to environmentally sensitive design. *Photo courtesy of the San Juan Pueblo Office of the Governor.*

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1   In Plan EJ 2014, EPA's overarching strategy for advancing environmental justice, the Agency uses the term "overburdened" to describe the minority, low-income, tribal, and indigenous populations or communities in the United States that potentially experience disproportionate environmental harms and risks as a result of greater vulnerability to environmental hazards. This increased vulnerability may be attributable to an accumulation of negative and a lack of positive environmental, health, economic, or social conditions within these populations or communities.

"For too long, environmental justice and smart growth have been viewed as separate, yet communities across the U.S. are showing that they are actually complementary. Bringing them together can help community-based organizations, local planners, and other stakeholders achieve healthy and sustainable communities for all Americans, regardless of race, ethnicity, or economic status."

—**Lisa Garcia**
Associate Assistant Administrator
for Environmental Justice, U.S. EPA

health challenges and create new opportunities where they live. Regional and local planners are engaging low-income, minority, and tribal residents in decision-making and producing more enduring development that is better for people and the environment. Community groups, government agencies, and private and nonprofit partners are cleaning up and investing in existing neighborhoods, providing affordable housing and transportation options, and improving access to critical services and amenities.

This informational publication aims to build on the successes described above and help other low-income, minority, tribal, and overburdened communities shape development that responds to their needs and reflects their values. It identifies approaches that bring together smart growth, environmental justice, and equitable development principles and can be used by community-based organizations, community development corporations, local and regional decision-makers, developers, and other stakeholders to build healthy, sustainable, and inclusive communities. These are places that provide clean air, water, and land; affordable and healthy homes; safe, reliable, and economical transportation options; and convenient access to jobs, schools, parks, shopping, and other daily necessities. This publication provides a menu of strategies and best practices for local policy-

makers and community leaders to consider. Each community can choose the approaches that best suit its needs and goals.

Core Concepts

Environmental justice, smart growth, and equitable development goals and principles have fundamental areas of overlap. They all aim to create communities that are healthy, environmentally sustainable, and economically vibrant. They also seek to empower residents to shape development where they live. This section introduces the three concepts. The strategies and approaches described later in the publication draw on these three fields.

Environmental justice

The environmental justice movement emerged in the 1980s when minority, low-income, and tribal communities began to organize in response to disproportionate environmental and health impacts in their neighborhoods such as hazardous facility siting, industrial contamination, air pollution, and lead poisoning. In 1982, residents of poor, predominantly African-American Warren County, North Carolina, protested the siting of a landfill, focusing national attention on this issue and sparking action in other communities. Subsequently, empirical studies have shown that environmental burdens are disproportionately located in minority, low-income, and tribal communities.[2]

Environmental justice leaders strengthened the movement by securing the establishment of EPA's Office of Environmental Justice and the signing of Executive Order 12898, "Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations," in the early 1990s. The Executive Order instructed federal agencies to address disproportionately high and adverse health or environmental effects of their programs on low-income, minority, and

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2   Numerous studies on disproportionate environmental impacts have been conducted since the 1980s. For a compilation of scientific information on environmental justice and environmental health disparities, see "Environmental Justice and Disparities in Environmental Health" in the *American Journal of Public Health*, December 2011, Volume 101, S1.

tribal communities. It also created the Federal Interagency Working Group on Environmental Justice to guide, support, and enhance federal environmental justice and community-based activities.[3]

EPA defines environmental justice as "the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies."[4] "Fair treatment" means that no group of people should bear a disproportionate share of the negative environmental consequences resulting from industrial, governmental, or commercial operations and policies.[5] Over the years, EPA and environmental justice organizations have expanded the concept of fair treatment to consider not only how burdens are distributed, but also how environmental and health benefits are shared.[6] In other words, all people, regardless of race, ethnicity, or economic status, should have the opportunity to enjoy the positive outcomes of environmentally related decisions and actions, such as cleaner air and water, improved health, and economic vitality. "Meaningful involvement" means that the public should have opportunities to participate in decisions that could affect their environment and their health, their contributions should be taken into account by regulatory agencies, and decision-makers should seek and facilitate the engagement of those potentially affected by their decisions.[7] Building on its roots in the civil rights movement, the environmental justice movement seeks to empower communities to speak for themselves. EPA places

Portland, Oregon's New Columbia neighborhood provides a range of housing opportunities for residents of various incomes. *Photo courtesy of the Housing Authority of Portland.*

particular emphasis on the public health and environmental conditions affecting minority, low-income, and tribal populations, as they frequently bear greater environmental harms and risks than the general population and often lack access to environmental benefits.[8]

Environmental justice is now being put into action by federal, tribal, state, and local government agencies and organizations. A key driver for EPA is Plan EJ 2014, the Agency's overarching strategy for advancing environmental justice. The plan, which commemorates the 20th anniversary

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3   Clinton, William J., Executive Order 12898, "Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations," February 11, 1994, *Federal Register* 59, No. 32: 7629.
4   U.S. Environmental Protection Agency. Environmental Justice. www.epa.gov/compliance/ej. Accessed 2010.
5   U.S. Environmental Protection Agency. Environmental Justice. www.epa.gov/compliance/ej. Accessed 2010.
6   U.S. Environmental Protection Agency. *EPA's Action Development Process: Interim Guidance on Considering Environmental Justice during the Development of an Action.* 2010. www.epa.gov/compliance/ej/resources/policy/considering-ej-in-rulemaking-guide-07-2010.pdf.
7   U.S. Environmental Protection Agency. Environmental Justice. www.epa.gov/compliance/ej. Accessed 2010.

8   U.S. Environmental Protection Agency. Symposium on the Science of Disproportionate Environmental Health Impacts. www.epa.gov/compliance/ej/multimedia/albums/epa/disproportionate-impacts-symposium.html. Accessed 2011.

of Executive Order 12898, seeks to empower communities to improve their health and environments and establish partnerships between government agencies and other stakeholder groups.[9] EPA and the White House Council on Environmental Quality have also reconvened the Federal Interagency Working Group on Environmental Justice. As part of this effort, 17 federal agencies and White House offices are working with community stakeholders to develop and implement environmental justice strategies, strengthen community access to federal resources, and integrate environmental justice into programs, policies, and activities across the federal government.[10]

Smart growth

Smart growth describes a range of strategies for planning and building cities, suburbs, and small towns in ways that protect the environment and public health, support economic development, and strengthen communities. In 1996, the Smart Growth Network, a group of more than 30 national organizations representing a range of interests including land conservation; affordable housing; real estate; community development;

transportation; and local, state, and federal government, created 10 smart growth principles based on the experiences of communities around the country. The principles are:[11]

- **Mix land uses.** Mixing housing, shops, offices, schools, and other compatible land uses in the same neighborhood makes it easy for residents to walk, bicycle, take public transportation, drive shorter distances, and reach different destinations conveniently and affordably.

- **Take advantage of compact building design.** Compact building design preserves open space and uses land and resources more efficiently. It creates neighborhoods that can easily be served by public transit, puts destinations close enough for people to walk between, and protects water quality by reducing the amount of paved surfaces and polluted runoff.

- **Create a range of housing opportunities and choices.** Providing an array of quality housing options in new developments and existing neighborhoods allows people of all income levels, household sizes, and stages of life to live near jobs, public transit, and services.

- **Create walkable neighborhoods.** Creating safe and inviting pedestrian spaces, mixing land uses, and building compactly make walking a viable transportation option, which can reduce transportation costs, encourage physical activity, and help to reduce obesity, diabetes, and other diseases.

- **Foster distinctive, attractive communities with a strong sense of place.** Development should represent the values and the unique history, culture, economy, and geography of a community. Preserving and building on community assets are key to long-term quality of life and economic vitality.

9   U.S. Environmental Protection Agency. *Plan EJ 2014*. 2011. www.epa.gov/compliance/ej/resources/policy/plan-ej-2014/plan-ej-2011-09.pdf.

10   In 2011, the 17 federal agencies and White House offices participating in the Federal Interagency Working Group on Environmental Justice signed the Memorandum of Understanding (MOU) on Environmental Justice and Executive Order 12898. This MOU serves as a formal agreement to recommit to environmental justice through a collaborative and comprehensive effort. The agencies agreed to continue to identify and address environmental justice considerations in their programs, policies, and activities; provide environmental justice strategies and implementation progress reports; adopt an MOU charter; and identify areas of focus. To inform their work and engage communities, the agencies held listening sessions and stakeholder dialogues around the country, as well as a White House Forum on Environmental Justice which brought together administration officials, community leaders, and officials from state, local and tribal governments to discuss issues that are important to communities overburdened with pollution. The Federal Interagency Working Group on Environmental Justice has created a compendium of agency strategies, policies, guidance documents, and plans for implementing Executive Order 12898; the Environmental Justice Federal Interagency Directory with information about agency roles, organizational charts, and key contacts; and the Community-Based Federal Environmental Justice Guide, describing federal funding and technical assistance programs that can assist communities in reducing toxic exposures. These resources are available from the U.S. Environmental Protection Agency at "Federal Interagency Working Group on Environmental Justice," www.epa.gov/environmentaljustice/interagency.

11   Smart Growth Network. Why Smart Growth? smartgrowth.org/why.php. Accessed 2010.

- **Preserve open space, farmland, natural beauty, and critical environmental areas.** Farmland, pastures, forests, and other natural and working lands support land-based economic activities that are critical for healthy regional and national economies. The vegetation in natural areas also helps to protect the environment and public health by filtering pollutants from the air and drinking water.

- **Strengthen and direct development towards existing communities.** Investing in existing communities helps to address environmental and health hazards like contaminated properties, brings new jobs and services for residents, and saves localities money by using the infrastructure already in place.

- **Provide a variety of transportation choices.** A balanced transportation system that incorporates many means of travel—including buses, rail, walking, biking, and private cars—provides more affordable options for getting around, reduces air pollution and associated health impacts, and increases mobility for citizens who do not drive.

- **Make development decisions predictable, fair, and cost effective.** By making development processes clear and by working with the private sector, municipalities can make smart growth economically viable and attractive to private investors and developers.

- **Encourage community and stakeholder collaboration in development decisions.** Development can create great places to live, work, and play if it responds to a community's sense of how and where it wants to grow. Smart growth strategies involve residents, businesses, and all other stakeholders early and often to define and implement the community's vision and goals.

> **Equitable development strategies help low-income, minority, tribal, and overburdened communities participate in and benefit from decisions that shape their neighborhoods and regions.**

These principles form the foundation for strategies that cities, suburbs, small towns, and rural areas can use to create efficient development that is environmentally and economically sustainable and provides more opportunities for all residents. Each community can adapt smart growth strategies and techniques to meet its needs. Smart growth development will look different in different places depending on each community's context and priorities.

Equitable development

There is no formal definition or set of principles to describe equitable development, but the term generally refers to a range of approaches for creating healthy, vibrant, and sustainable communities where residents of all incomes, races, and ethnicities have access to the opportunities, services, and amenities they need to thrive. Equitable development strategies help low-income, minority, tribal, and overburdened communities participate in and benefit from decisions that shape their neighborhoods and regions.[12]

The concept of equitable development draws on both environmental justice and smart growth. It emphasizes that all residents should be protected from environmental hazards and enjoy access to environmental, health, economic, and social necessities such as clean air and water, adequate infrastructure, job opportunities, and involvement in decision-making. To achieve this, equitable development approaches usually integrate people-focused strategies—efforts that support community residents—with place-focused

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12   PolicyLink. Equitable Development Toolkit. www.policylink.org/site/c.lkIXLbMNJrE/b.5136575/k.39A1/Equitable_Development_Toolkit.htm. Accessed 2010.

strategies—efforts that stabilize and improve the neighborhood environment.[13] Place-focused investments in housing, transportation, infrastructure, and pollution cleanup can reduce health and economic disparities, bring new opportunities, and improve quality of life. People-focused programs that assist with job training and placement, business development, education, health and wellness, and financial management can build the skills and wealth of residents and equip them to take part in revitalization and remain in their neighborhoods. Meaningful community participation and leadership are crucial components of equitable development.

In addition, equitable development typically calls for a regional perspective in order to reduce health and economic inequalities among localities and improve outcomes for low-income communities while building healthy metropolitan regions. Equitable development aims to ensure that everyone—regardless of where they live—can benefit from economic growth in the region, with affordable housing in safe and attractive neighborhoods, living-wage jobs, high-performing schools, public transit, and other essential services and amenities evenly available.[14]

Equitable development efforts not only aim to revitalize disadvantaged neighborhoods, but also to ensure that low-income residents have access to housing and job opportunities in more affluent communities, increasing the diversity and economic prosperity of the region as a whole.

"Healthy communities are not only environmentally healthy, they are also socially and economically strong. They offer employment and educational opportunities, safe and affordable homes, access to recreation, health care, and other needs of daily life, all close enough together that people can choose to safely walk, bike, or take transit instead of driving."

—**Lisa P. Jackson**
EPA Administrator

Overlap between smart growth, environmental justice, and equitable development

This publication highlights strategies and approaches that link smart growth, environmental justice, and equitable development. In Chapter 3, these strategies and approaches are grouped under seven common themes that unite the three concepts. The fundamental overlap between smart growth, environmental justice, and equitable development is how to plan and build neighborhoods to address environmental, health, and economic disparities and provide benefits and opportunities for low-income, minority, tribal, and overburdened residents, so all the strategies described relate generally to land use and community design.

13   PolicyLink. Equitable Development Toolkit. www.policylink.org/site/c.lkIXLbMNJrE/b.5136575/k.39A1/Equitable_Development_Toolkit.htm. Accessed 2010.

14   Glover Blackwell, Angela and Fox, Radhika K. *Regional Equity and Smart Growth: Opportunities for Advancing Social and Economic Justice in America*. Funders' Network for Smart Growth and Livable Communities. 2004. www.fundersnetwork.org/files/learn/Regional_Equity_and_Smart_Growth_2nd_Ed.pdf.

Chapter 2: Challenges to Equitable, Healthy, and Sustainable Communities

Low-income, minority, and tribal communities face an array of challenges. Many continue to deal with the types of disproportionate environmental concerns and lack of access to decision-making that sparked the environmental justice movement decades ago. Others, whose neighborhoods have been cleared of contaminated sites and are attracting new development, are confronting rising costs of living and displacement. The challenges described in this chapter are wide-ranging, touching on issues of health, community engagement, economic resilience, and access to opportunities and services. However, they are all related to how communities are planned and developed. The next chapter provides smart growth, environmental justice, and equitable development strategies and policies that can help address these challenges.

Environmental and Health Concerns

Facilities with potential environmental and health impacts

Low-income, minority, and tribal communities have historically borne a disproportionate share of environmental harms and risks and are more likely to live in areas that increase these risks.[15,16] Because they often live where land is inexpensive, possess fewer economic resources, and have less access to decision-making, industries that discharge pollution might find it easier to locate near these populations than in other areas. As a result, many low-income, minority, and tribal communities live near chemical plants, smelters, refineries, landfills, hazardous waste sites, and other industrial facilities. In rural areas, low-income communities might also be close to mining, industrial livestock, and concentrated

Low-income, minority, and tribal populations are more likely to live in areas that increase their exposure to environmental and health risks. *Photo courtesy of EPA.*

animal feeding operations.[17] Industrial facilities support local and regional economies and employ residents in permanent, living-wage positions, but they can also bring environmental and health concerns.

> *"All too often, low-income, minority and tribal Americans live in the shadows of the worst pollution, facing disproportionate health impacts and greater obstacles to economic growth in communities that cannot attract businesses and new jobs."*
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> —**Lisa P. Jackson**
> EPA Administrator

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15 Chavis, Benjamin F. and Lee, Charles. *Toxic Wastes and Race in the United States*. United Church of Christ. 1987. www.ucc.org/about-us/archives/pdfs/toxwrace87.pdf.

16 Bullard, Robert D.; Mohai, Paul; Saha, Robin; and Wright, Beverly. *Toxic Wastes and Race at Twenty*. United Church of Christ. 2007. www.ucc.org/justice/pdfs/toxic20.pdf.

17 Concentrated animal feeding operations (CAFOs) are agricultural operations where animals are kept and raised in confined situations. The animals, feed, by-products, and production operations are concentrated on a small land area. Feed is brought to the animals rather than the animals grazing or seeking feed on open pastures or ranges.

If it is not designed and built with the needs of residents in mind, affordable housing can present health risks and might not be near transportation options, services, and amenities that residents need.
Photo courtesy of Seattle Housing Authority.

Industrial facilities are regulated under federal and state laws that reduce contamination, including EPA's rulemaking, permitting, and enforcement and compliance programs, but air and water pollution from these sources can still have health impacts. For instance, people who live near goods movement facilities—freight transportation locations such as seaports, rail yards, and warehouses—can be exposed to elevated levels of air toxics emitted by diesel-powered vehicles and equipment. These pollutants contribute to respiratory illness, heart disease, cancer, and premature death.[18] Industrial facilities can also bring other impacts such as noise pollution and increased risk of injuries and fatalities from truck traffic.

Even when industrial facilities close down, they can continue to affect surrounding neighborhoods. They often leave behind contaminated sites that can pose health threats to nearby residents from polluted water and soil and present barriers to redevelopment.

These site-specific risks can be compounded by the fact that many minority communities live in regions that do not meet federal air or water

quality standards.[19,20] Exposure to air pollutants[21] as well as bacteria, parasites, and other contaminants in drinking water can cause disease and even death.[22]

Unhealthy housing

Low-income, minority, and tribal populations are more likely to live in unhealthy housing with indoor air pollution, lead paint, asbestos, mold, and mildew.[23] Lead poisoning causes permanent brain damage that leads to impaired mental abilities, and high levels of exposure can cause seizures, behavioral disorders, and death. Mold and mildew can cause allergic reactions and exacerbate asthma. Asbestos is associated with cancer.[24] In low-income rural and tribal communities, the smoke from older wood-burning stoves can aggravate lung disease, cause asthma attacks, and increase susceptibility to respiratory infections.[25]

Physical inactivity and chronic disease

Research indicates that low-income populations engage in less physical activity than the general population,[26] and some minorities are less likely than other groups to get enough daily physical activity.[27] These trends can be related in part to how communities and streets are designed,

18   National Environmental Justice Advisory Council. *Reducing Air Emissions Associated with Goods Movement: Working Towards Environmental Justice.* 2009. www.epa.gov/environmentaljustice/resources/publications/nejac/2009-goods-movement.pdf.

19   American Lung Association. *State of Lung Disease in Diverse Communities.* 2010. www.lungusa.org/assets/documents/publications/lung-disease-data/solddc_2010.pdf.

20   Quintero-Somaini, Adrianna and Quirindongo, Mayra. *Hidden Danger: Environmental Health Threats in the Latino Community.* Natural Resources Defense Council. 2004. www.nrdc.org/health/effects/latino/english/contents.asp.

21   American Lung Association. *State of Lung Disease in Diverse Communities.* 2010. www.lungusa.org/assets/documents/publications/lung-disease-data/solddc_2010.pdf.

22   Quintero-Somaini, Adrianna and Quirindongo, Mayra. *Hidden Danger: Environmental Health Threats in the Latino Community.* Natural Resources Defense Council. 2004. www.nrdc.org/health/effects/latino/english/contents.asp.

23   Alliance for Healthy Homes. Disparities in Risk. www.afhh.org/chil_ar/chil_ar_disparities.htm. Accessed 2010.

24   American Lung Association. *State of Lung Disease in Diverse Communities.* 2010. www.lungusa.org/assets/documents/publications/lung-disease-data/solddc_2010.pdf.

25   U.S. Environmental Protection Agency. Burn Wise: Consumers—Health Effects. Accessed 2011. www.epa.gov/burnwise/healtheffects.html.

26   Active Living by Design. *Low Income Populations and Physical Activity.* 2012. www.healthtrust.org/pdf/PhysicalActivityforLowIncomePopulations-TheHealthTrust.pdf.

27   PolicyLink and the Prevention Institute. *The Transportation Prescription.* 2010. www.policylink.org/site/apps/nlnet/content2.aspx?c=lkIXLbMNJrE&b=5136581&ct=7290885.

which has a direct effect on residents' ability to be active. Many underserved neighborhoods do not have sidewalks, crosswalks, street lights, parks, or recreational facilities. They often lack stores, schools, and other daily necessities within walking distance of homes. Vacant buildings, crime, and other factors that make residents feel unsafe can prevent them from walking or bicycling or allowing their children to play outside or walk or bike to school.

The links between physical activity and health are well established. A sedentary lifestyle can contribute to obesity, heart disease, and Type 2 diabetes—illnesses that disproportionately affect minority communities.[28,29,30]

Inadequate nutrition

Low-income, minority, and tribal populations sometimes have difficulty maintaining well-balanced diets, partly because of inadequate access to fresh, healthy, and affordable food and easy access to cheap fast food. Many underserved neighborhoods lack supermarkets, compelling residents without transportation options to shop at convenience stores with high prices and a limited selection of nutritious foods. If residents are able to travel to grocery stores, they often must make lengthy and costly trips.[31] In rural communities without public transportation, getting to stores with healthy food can be even more difficult.

> **The links between physical activity and health are well established. A sedentary lifestyle can contribute to obesity, heart disease, and Type 2 diabetes—illnesses that disproportionately affect minority communities.**

Cumulative health impacts

The many physical, chemical, biological, social, and cultural factors overburdened populations face can combine to increase their exposure to environmental toxins, make them more susceptible to these toxins, and reduce their ability to recover from exposure. These factors can include pre-existing health conditions, lack of access to health care and insurance, poor nutrition, lack of information about environmental and health issues, lack of exercise, and many others.[32,33]

Disinvestment in Established Communities

Dispersed development patterns

After World War II, development in the United States spread from cities and older suburbs to the fringes of metropolitan areas and beyond. This trend was promoted by public policies that encouraged building new homes and roads rather than investing in existing communities, and was fueled by a variety of economic and cultural factors. As these far-flung developments expanded, the populations of central cities and towns decreased, with growing concentrations of low-income and minority residents. Transportation and water infrastructure often was not adequately maintained and

28 U.S. Department of Health and Human Services. Obesity Data/Statistics. minorityhealth.hhs.gov/templates/browse. aspx?lvl=3&lvlid=550. Accessed 2011.

29 U.S. Department of Health and Human Services. Heart Disease Data/Statistics. minorityhealth.hhs.gov/templates/browse. aspx?lvl=3&lvlid=127. Accessed 2011.

30 U.S. Department of Health and Human Services. Diabetes Data/Statistics. minorityhealth.hhs.gov/templates/browse. aspx?lvl=3&lvlid=62. Accessed 2011.

31 U.S. Department of Agriculture Economic Research Service. *Access to Affordable and Nutritious Food: Measuring and Understanding Food Deserts and Their Consequences.* 2009. webarchives.cdlib.org/ wayback.public/UERS_ag_1/20111128200143/http://www.ers.usda. gov/Publications/AP/AP036/.

32 U.S. Environmental Protection Agency. *EPA's Action Development Process: Interim Guidance on Considering Environmental Justice During the Development of an Action.* 2010. www.epa.gov/ compliance/ej/resources/policy/considering-ej-in-rulemaking-guide-07-2010.pdf.

33 U.S. Environmental Protection Agency. Symposium on the Science of Disproportionate Environmental Health Impacts. www.epa.gov/ environmentaljustice/multimedia/albums/epa/disproportionate-impacts-symposium.html. Accessed 2011.

municipal services were reduced. The number of brownfields and other contaminated and vacant sites increased. Facing falling property values, some residents abandoned their homes and housing stock deteriorated. Businesses also began moving to the edges of metropolitan regions, making it harder for the residents of disinvested neighborhoods to find work and earn a living. Jobs in the suburbs were often inaccessible because public transportation did not connect urban and suburban areas.[34] At the same time, exclusionary zoning practices in some newer neighborhoods limited the construction of small, multifamily, and rental homes, making these places unaffordable to lower-income residents. Additionally, redlining[35] and racially exclusionary covenants[36] were used to deny mortgage loans and other resources to minorities and low-income people to keep them out of more affluent, predominantly white neighborhoods. These federal, local, and private-sector policies increased residential segregation by race, ethnicity, and economic status. Low-income and minority families looking to move closer to their jobs, high-quality schools, and other resources can still face unintentionally and deliberately discriminatory housing policies and practices in more affluent communities.

Disinvestment and spread-out development patterns have affected rural and tribal communities as well. In many rural areas, the decline of agriculture and manufacturing has led to unemployment and poverty. As young people move away, populations age, and employers choose to locate elsewhere, small towns and rural places have struggled to identify their competitive advantages and attract new economic development. In rural places

close to metropolitan regions, farmland and natural lands have been lost to development, threatening resource-dependent economies and the rural character residents value. Dispersed and unplanned development on tribal lands can endanger the natural resources indigenous peoples need for hunting, fishing, planting, and other traditional practices.

Neighborhoods without essential goods and services

As described above, disinvestment in many cities, older suburbs, and rural areas has left residents without the goods and services they need to thrive, including accessible and affordable transportation options, parks and other recreational facilities, good schools, health clinics, grocery stores, and other places to buy healthy food. Some very low-income rural and tribal communities lack basic necessities such as safe and adequate drinking water, wastewater, housing, and transportation infrastructure, making it difficult to meet essential needs and even more challenging to improve the economic situations of residents.

The lack of transportation options in many communities is a particular challenge. Low-income and minority populations are less likely to own cars, and their neighborhoods might not be served by efficient, reliable public transportation. They often lack sidewalks and bicycle paths to connect

Streets without facilities for pedestrians and bicyclists make it harder and more dangerous for people without cars to get around. *Photo courtesy of EPA.*

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34 Jackson, Kenneth. *Crabgrass Frontier: The Suburbanization of the United States.* 1987. Oxford University Press.

35 "Redlining" refers to the practice of denying or increasing the cost of goods and services such as mortgage and business loans, other financial services, insurance, and retail to residents of particular areas, which were often racially determined. The term originally described the practice of drawing red lines on a map to delineate areas where banks and businesses would not invest.

36 Racially exclusionary covenants restricted the sale or occupation of property on the basis of race, ethnicity, religion, or social class. They were used to prohibit buyers of property from reselling, leasing, or transferring it to members of a given race, ethnicity, or religion as specified in the title deed.

them to local destinations and transit stops. Those who do walk can face disproportionate safety risks due to poorly designed streets, neglected road maintenance, inadequate lighting, and minimal traffic enforcement.[37]

Because low-income families have fewer transportation options and farther to travel to reach jobs and services, they typically spend a higher than average percentage of their incomes on transportation. While the average U.S. family spends about 18 percent of after-tax income on transportation, low-wage households living far from employment centers spend 37 percent of their incomes on transportation,[38] and very low-income households can spend 55 percent or more.[39] In contrast, families living in neighborhoods well-served by public transportation spend an average of 9 percent.[40]

Displacement

When neighborhood revitalization occurs, it can bring unintended adverse consequences for low-income residents if it does not involve careful planning and strong community engagement. New investments in infrastructure, public transportation, and businesses can make surrounding real estate more desirable, raising property values and spurring the conversion of affordable housing to higher-end units. These trends can result in the displacement of existing residents and businesses and can particularly affect renters. Leaving a neighborhood can mean not just leaving a home, but often social networks and community culture as well. Low-income residents who are not displaced can still be affected as they can face significantly increased costs of living.

Community Engagement, Empowerment, and Capacity

Many factors can prevent low-income, minority, and tribal populations from participating in public decision-making. A lack of transparency or willingness of government agencies to engage the community early in planning can make it more difficult for residents to influence development decisions. Even with open dialogue and transparency, other limitations might exist. These include educational and language differences, a lack of access to the Internet and other information sources, a lack of time for meetings and review of documents, and a lack of trust between decision-makers and community stakeholders. Community-based and neighborhood organizations often lack the ability to track and influence all the issues affecting their constituents. They might not have access to scientific, technical, or legal resources, or capacity to monitor funding sources or apply for grants or other assistance. Some government agencies are overcoming these barriers by translating publications and websites, holding meetings in various locations and at different times of day and night, and forming stronger partnerships with community-based organizations. However, many policy-makers still need guidance on how to work most effectively with low-income, minority, and tribal populations and the social service entities, faith-based organizations, and environmental justice groups that serve them.

37   PolicyLink and the Prevention Institute. *The Transportation Prescription*. 2010. www.policylink.org/site/apps/nlnet/content2.aspx?c=lkIXLbMNJrE&b=5136581&ct=7290885.

38   PolicyLink and the Prevention Institute. *The Transportation Prescription*. 2010. www.policylink.org/site/apps/nlnet/content2.aspx?c=lkIXLbMNJrE&b=5136581&ct=7290885.

39   Center for Transit-Oriented Development. *Mixed-Income Housing Near Transit*. 2009. www.reconnectingamerica.org/public/display_asset/091030ra201mixedhousefinal.

40   PolicyLink and the Prevention Institute. *The Transportation Prescription*. 2010. www.policylink.org/site/apps/nlnet/content2.aspx?c=lkIXLbMNJrE&b=5136581&ct=7290885.

Climate Change Challenges in Low-Income and Overburdened Communities

The changing climate will present many challenges to communities, including hotter days and nights, more frequent heat waves, more and stronger storms, rising sea levels, and higher storm surges that cause more flooding. Effects will vary in different regions of the United States. Many of these effects are already being seen.[41]

Low-income and overburdened communities are particularly vulnerable to the projected impacts of climate change. These include health effects such as increased rates of asthma and other respiratory problems due to greater concentrations of local and regional air pollutants,[42] heat stress and heat exhaustion, and weather-related injury and death. Low-income households are less likely to have air conditioning in their homes and often live in neighborhoods without safe and convenient places to cool down, putting them at higher risk of heat stress, heat exhaustion, and even death.[43] More extreme temperatures and unpredictable energy prices can also raise energy costs for low-income families, who already spend a greater average share of their household incomes on energy than higher-income households.[44] The homes of low-income residents are more vulnerable to violent weather, such as hurricanes and severe storms, because they are often not constructed to resist it or are not covered by insurance. If their homes are destroyed, they might not be able to afford to rebuild or move to a safer location. Flood damage to affordable housing stock might leave low-income people with fewer housing choices. For example, Cedar Falls, Iowa lost a significant number of affordable homes during the severe flooding of the Mississippi River in 2008.[45] Many of these homes were located in the river's floodplain.

41   U.S. Global Change Research Program. *Global Climate Change Impacts in the United States.* 2009. www.globalchange.gov/what-we-do/assessment/previous-assessments/global-climate-change-impacts-in-the-us-2009.

42   Interagency Working Group on Climate Change and Health. *A Human Health Perspective on Climate Change.* Environmental Health Perspectives and the National Institute of Environmental Health Sciences. 2010. www.niehs.nih.gov/health/assets/docs_a_e/climatereport2010.pdf.

43   For a discussion of the characteristics of neighborhoods that suffered particularly high levels of heat-related deaths in the 1995 Chicago heat wave, see Browning, Christopher, et al. "Neighborhood Social Processes, Physical Conditions, and Disaster-Related Mortality: The Case of the 1995 Chicago Heat Wave." American Sociological Review, 2006, Vol. 71 (August: 661–678). health.bsd.uchicago.edu/FileStore/BrowningWallaceFeinbergCagney_ASR_Aug%2006.pdf.

44   Applied Public Policy Research Institute for Study and Evaluation. *LIHEAP Energy Burden Evaluation Study: Final Report.* 2005.

45   U.S. Environmental Protection Agency. Smart Growth Technical Assistance in Iowa. www.epa.gov/smartgrowth/iowa_techasst.htm#cedarfalls. Accessed 2011.

Chapter 3: Strategies Linking Smart Growth, Environmental Justice, and Equitable Development

A wide variety of strategies and approaches link smart growth, environmental justice, and equitable development to respond to the challenges overburdened communities face, promote growth that is equitable and environmentally sustainable, and lay the foundation for economic resilience. This chapter describes approaches that communities across the country have used successfully. Since land use planning is a local responsibility, this publication provides a menu of strategies that can be implemented by municipal and regional decision-makers, community-based organizations, private-sector stakeholders, or partnerships between them. In some cases, state, federal, or philanthropic support can be helpful. Each community should implement the approaches that best suit its needs and achieve local goals.

The strategies are grouped under seven common elements, or shared goals and principles that connect environmental justice, smart growth, and equitable development. This document provides a brief introduction to each strategy that describes what it is, how it supports equitable and environmentally sustainable development, potential barriers to implementation by low-income or overburdened communities, and examples of how it has been used. Each section includes an in-depth case study highlighting a community's experiences with these strategies. Further resources related to these strategies are listed in the Resource Guide at the end of this document.

Fruitvale Village, in a predominantly Latino neighborhood of East Oakland, California, is a vibrant community gathering place that provides services and amenities to residents and celebrates local culture. *Photo courtesy of the Unity Council.*

SEVEN COMMON ELEMENTS OF SMART GROWTH, ENVIRONMENTAL JUSTICE, AND EQUITABLE DEVELOPMENT

- Facilitate Meaningful Community Engagement in Planning and Land Use Decisions

- Promote Public Health and a Clean and Safe Environment

- Strengthen Existing Communities

- Provide Housing Choices

- Provide Transportation Options

- Improve Access to Opportunities and Daily Necessities

- Preserve and Build on the Features That Make a Community Distinctive

Minimizing Displacement: An Early Priority in Revitalization

Too often, revitalization efforts in low-income or overburdened neighborhoods end up displacing long-time residents. To address this unintended impact, municipalities and community organizations are using strategies that draw needed resources and amenities into established neighborhoods while helping existing residents and the commercial, service, and cultural establishments they value remain there. A proactive and comprehensive approach to minimizing displacement encompasses affordable housing, commercial stabilization, economic and workforce development, supportive land use policies, and community

engagement. Affordable housing strategies are discussed later in this chapter.

To increase the likelihood of success, local governments and community-based organizations should initiate efforts to mitigate displacement as soon as revitalization planning begins rather than waiting until projects are underway. A community assessment is one way to start. Planners can use demographic data to understand who lives and works in a neighborhood and how this may change over time. Key indicators measured at the Census block or block group level, such as rent as a percentage of household income and combined housing and transportation costs, can help identify residents that are particularly vulnerable to displacement. The government of the District of Columbia mapped and scored median household incomes, median home values, projected rise in home values, the proportion of renters to homeowners, and the proximity to subway stations for small neighborhood areas throughout the city. Planners aggregated the scores to produce an indicator of pressure on housing affordability for each location, which will inform future policy-making.

Land use policies

Municipalities and their community partners can mitigate displacement by making sure that supportive land use and development regulations are in place. First, they can work together to map out important commercial, industrial, service, and cultural sites; determine how these land uses fit into the zoning plan; and identify needed updates. For instance, if the community wants to protect local businesses, the municipality could create a special use district to encourage small, neighborhood-serving businesses or permit developers to build at greater densities in commercial districts if they provide retail space set-asides or other benefits for locally owned businesses. In San Francisco, where production, distribution, and repair-related industries provide over 10 percent of the city's total employment, the municipality has updated the zoning code to retain those businesses in the redeveloping eastern neighborhoods, where rising property

The Fruitvale Main Street program, led by the Unity Council, a community development corporation, promotes the annual Día de los Muertos celebration. *Photo courtesy of the Unity Council.*

values were displacing traditional industrial uses.[46,47] As discussed in the housing section, ordinances that allow inclusionary zoning, mixed-use and transit-oriented development, multifamily housing, and smaller lot sizes can help residents afford housing and transportation costs and reduce the likelihood that they will need to relocate.

Commercial stabilization

Small, locally owned enterprises serve neighborhood residents, generate jobs, support the neighborhood economy, and keep money in the community. These institutions are also critical to the distinctive character of a place and to residents' sense of belonging and ownership. When these businesses are healthy, they are more likely to stay through neighborhood changes.

Many governments and organizations have created programs to support neighborhood businesses. Municipal assistance often begins with capital investments in streets, sidewalks, parks, and lighting in commercial districts. Local governments can offer merchants grants or low-interest loans to renovate their storefronts.

Some local governments and organizations sponsor training for small businesses on topics such as merchandising, marketing, and how to take advantage of financial opportunities like the Enterprise Zone Tax Credit program, which provides tax incentives to businesses in economically distressed areas. Other business assistance programs include education about upcoming development and zoning changes and their implications for the business climate. Some municipalities hire lawyers to help local businesses obtain longer-term leases.

Many locally owned businesses receive aid from the National Trust for Historic Preservation's Main Street program, which supports commercial district revitalization. The Fruitvale Main Street Program, in a predominantly Latino neighborhood of East Oakland, California, was

one of the first Main Street programs. Led by the Unity Council, a community development corporation, the program has coordinated infrastructure investments, provided grants to help more than 100 businesses renovate their storefronts, promoted the annual Día de los Muertos celebration, and offered assistance to businesses, many of which are owned by immigrants, to improve their products and customer service.[48]

Economic development for existing residents

When revitalization brings jobs and other direct economic benefits to existing residents, they are less vulnerable to displacement. Federal agencies funding infrastructure and other projects in communities have goals for contracting and subcontracting with minority- and woman-owned companies, small businesses, and other disadvantaged enterprises. Some states, metropolitan planning organizations, and municipalities set their own goals for working with minority- and woman-owned companies, working with small and local businesses, and

The Fruitvale Public Market is a small business incubator that provides attractive, affordable storefront space and professional technical assistance services to micro-enterprises. The market's eleven small businesses, specializing in Latin American items, have access to business planning, management, and marketing resources to help sustain and grow their enterprises. *Photo courtesy of the Unity Council.*

46   San Francisco Planning Department. *Industrial Land in San Francisco: Understanding Production, Distribution, and Repair.* 2002. sf-planning.org/Modules/ShowDocument.aspx?documentid=4893.

47   San Francisco, California Planning Code §210.7-230.

48   PolicyLink. Equitable Development Toolkit. www.policylink.org/site/c.lkIXLbMNJrE/b.5136575/k.39A1/Equitable_Development_Toolkit.htm. Accessed 2011.

The Fort Lauderdale, Florida Housing Authority's Step-Up Apprenticeship Program provides young people with construction training as they complete their GEDs. Apprentices built all the cabinets for the Northwest Gardens affordable housing development, and some have since found full-time positions. *Photo courtesy of Fernando Lezcano.*

hiring minority workers. For example, the Metropolitan Council, the regional planning agency serving Minnesota's Twin Cities, aims to attain18 percent minority and 6 percent female workforce participation for its Central Corridor light rail transit project. These goals reflect the local communities' demographics rather than the demographics of the county or region.[49] Municipalities and community-based organizations can help meet those goals by working with developers and contractors to recruit and train residents. Local governments can partner with nonprofits or community colleges to provide job training programs on relevant skills such as brownfields assessment and cleanup or rehabilitation of historic properties. To address the undersupply of trained and certified minority construction workers in its area, the Metropolitan Council has partnered with the Urban League, nonprofit vocational training centers, labor unions, and construction companies to host workshops and develop a website called LRT Works that matches workers with jobs, companies, and unions.[50] More than 1,500 workers have signed up since it launched in November 2010.[51] Companies are regularly posting jobs on the site, and the Metropolitan Council is using it to meet

or exceed minority and female hiring goals for the Central Corridor project.[52]

Some community-based organizations have negotiated community benefits agreements— private contracts between a developer and a community group that establish the benefits the community will receive from a development project. These agreements can be vehicles for resident involvement in decision-making and can ensure that the project incorporates workforce development, including local hiring and training programs and living wages, as well as other community priorities such as affordable housing and green buildings.

It is important to ensure that the economic benefits for existing residents continue after redevelopment efforts are complete and that high-quality, permanent jobs are created. Municipalities can collaborate with developers to recruit small businesses and other commercial, office, and industrial tenants that will hire locally. They can also encourage green industries— manufacturing, assembly, and distribution businesses creating sustainable products and services or working to improve environmental quality—that provide well-paying jobs and make use of industrial land. Community organizations can host job placement centers in the neighborhood and work with social service providers to identify candidates for open positions. Community development corporations can be helpful, as neighborhood revitalization and economic development are fundamental parts of their missions.

49   Kirkpatrick, Wanda. "Met Council committed to minority hiring on light-rail construction." Minnesota Spokesman-Recorder. February 15, 2012. www.spokesman-recorder.com/?p=10649.

50   Metropolitan Council. LRT Works. www.lrtworks.org. Accessed 2012.

51   Kirkpatrick, Wanda. "Met Council committed to minority hiring on light-rail construction." Minnesota Spokesman-Recorder. February 15, 2012. www.spokesman-recorder.com/?p=10649.

52   Job Connect and LRT Works. Workforce Solutions and Metropolitan Council Light Rail Partnership Update. 2011. www.jobconnectmn. govoffice2.com/vertical/sites/%7B820AFFA9-77FF-4A3E-8D63-0ACC66FB6C97%7D/uploads/MASTER_-_Summary_for_Light_Rail_Construction_Project_9-14-11.pdf.

Facilitate Meaningful Community Engagement in Planning and Land Use Decisions

Meaningful community participation and leadership in planning and land use decision-making can ensure that revitalization is a community-based process that builds on local values and assets and brings the amenities that residents need. Every strategy in this report must be supported by early and consistent stakeholder engagement to be effective. Inclusive involvement results in planning and development decisions that have been improved by a variety of perspectives, have authentic support from a broad range of constituents, and are more enduring and better for the community as a whole. Obtaining input from groups not historically engaged in planning can help reduce the disproportionate environmental harms and health impacts they often face and make sure that future development brings fair access to new opportunities. For developers, it can lead to more predictable development processes and reduce costly delays caused by community opposition.

Robust and inclusive community engagement requires proactive work by both decision-makers and community members. Government staff should maintain an open relationship with the public throughout the planning process. An important initial step is to identify all affected stakeholders, from residents to local business owners to representatives of community institutions. These constituents should be invited to provide input early so their needs and visions for the community can be incorporated before the plan or project has been shaped. They should be active participants in collecting information, identifying challenges and opportunities, and setting goals. Nonprofit community-based organizations, including environmental and social justice organizations, community development corporations, neighborhood associations, and community advocacy groups, are key partners that can help connect government agencies and residents.

Most local and regional planning and transportation agencies have established public involvement procedures that include public meetings at key stages when developing plans or reviewing projects. They often issue written communications such as news releases and draft documents and solicit feedback through online surveys or social media tools. However, it is important for planners to go beyond the minimum requirements and to address factors that can keep people from engaging. Many residents have never participated in public decision-making and might not be familiar with the process or feel comfortable sharing their views with officials. They might not have reliable transportation to and from meetings, be able to afford child care during meetings, be able to take time off from work to attend, have access to the Internet, or speak fluent English. To achieve a comprehensive public process, officials should seek out and facilitate the involvement of stakeholders who are not traditionally engaged in planning using the approaches in this section. To institutionalize the diverse needs and interests of traditionally underrepresented communities over the long term, it is important that they are fairly represented on city councils, planning and zoning boards, county commissions, transportation agency boards, and other governing bodies.

At the same time, to be effective, community members and organizations might need to seek out opportunities to engage and ways to collect information and present it to decision-makers. Community-based groups can use the approaches provided in this section to gather evidence of local needs and develop visions and targeted goals to inform the planning process.

Three engagement strategies that are particularly applicable to planning and land use decision-making are described here: multilingual outreach, community assessments, and community planning and visioning workshops. These can be led by local government agencies, community groups, or partnerships between them. For instance, a planning agency could hold multilingual public workshops to collect ideas for a neighborhood plan; to prepare for these

workshops, a neighborhood-based nonprofit organization could conduct visioning sessions for residents who are new to the planning process.

Conduct Multilingual Outreach

Outreach to non-English speakers is increasingly important for effective and inclusive public processes. The number of U.S. residents whose primary language is not English has grown over recent decades, spurring local governments to find new ways of engaging the public. According to the 2000 U.S. Census, nearly 11 million Americans have limited English proficiency.[53]

Comprehensive public engagement programs result in solutions that are better for residents and municipalities. An inclusive approach can help government agencies tailor their programs to users, making them more effective and popular among residents. For example, some transportation authorities have found that improving outreach to non-English-speaking groups increases ridership and public support for their services.[54]

Inclusive outreach is required for transportation, housing, and other infrastructure projects that use federal funding. Title VI of the 1964 Civil Rights Act prohibits discrimination based on national origin by failing to make activities supported by the federal government accessible to people with limited English proficiency.[55] Executive Order 13166 requires federally assisted programs to provide written documents in the languages of groups likely to be affected by the particular program. The order also calls for interpretation and translation, such as translating websites and brochures and providing multilingual phone lines and customer service staff.[56]

Many transportation and land use planning agencies regularly provide information and materials for non-English speakers. The transit

agency in Houston, Texas provides printed information in five languages.[57] In Orange County, California, several staff in the transit agency's customer relations department speak Spanish or Vietnamese, and press releases and other written materials are submitted to Spanish and Vietnamese print and broadcast media.[58] The Los Angeles County Metropolitan Transportation Authority uses a Spanish-language blog called *El Pasajero* (*The Passenger*) to serve the 61 percent of its riders and 37 percent of the agency's workforce that speak Spanish.[59]

Staff and volunteers from nonprofit organizations can help improve communication between the government and the community. With their understanding of the community's culture, needs, and objectives, these liaisons can help educate and engage residents, prepare for and conduct public meetings, provide translation assistance, and serve as facilitators. Government agencies can contract with or provide grants to community-based organizations to ensure a long-term relationship, formalize a workplan, and provide financial compensation for their services. The Twin Cities' Corridors of Opportunity is a regional planning effort funded by the U.S. Department of Housing and Urban Development (HUD) and Living Cities that focuses on the area's growing network of transit corridors. This initiative is providing $750,000 in grants to community organizations to engage underrepresented communities in planning and implementation. Ten grants have already been awarded for activities such as training Community Outreach Ambassadors to engage Southeast Asian residents, conducting educational forums on transit for the Somali community, and improving communication with new immigrant populations.[60]

53   U.S. Census Bureau. Census 2000, SF3 Sample Data. Table QT-P17, Ability to Speak English: 2000.

54   U.S. Government Accountability Office. *Transportation Services: Better Dissemination and Oversight of DOT's Guidance Could Lead to Improved Access for Limited English-Proficient Populations.* 2005. www.gao.gov/new.items/d0652.pdf.

55   Title VI of the Civil Rights Act of 1964, 42 U.S.C. 2000d, et seq.

56   Exec. Order No. 13166, 65 Fed. Reg. 159 (August 11, 2000).

57   U.S. Department of Transportation. Public Involvement Techniques for Transportation Decision-Making: Ethnic, Minority, and Low-Income Groups. 1996. www.fhwa.dot.gov/reports/pittd/ethmin.htm.

58   Orange County Transit Authority. *Orange County Transportation Limited-English Proficiency Plan.* 2011. www.octa.net/pdf/lepplan.pdf.

59   Behrens, Zach. "Metro Launches Spanish Language Blog, El Pasajero." KCET. April 8, 2011. www.kcet.org/updaily/socal_focus/transportation/metro-spanish-blog-32151.html.

60   Corridors of Opportunity Community Engagement Team. Engage Twin Cities. engagetc.org/about/. Accessed 2011.

Case Study:
Inclusive Neighborhood Planning
Seattle, Washington

The city of Seattle used innovative neighborhood planning approaches to give the culturally diverse Othello community a voice in the development around a new light rail station. Opened in July 2009, the Othello station is on a light rail line running through Rainier Valley, which links downtown Seattle to Sea-Tac International Airport. An inclusive planning process went beyond minimum requirements to engage Othello's historically underrepresented communities. Today, the station is surrounded by a vibrant and diverse neighborhood with shopping, a library, a community college, and affordable homes.

Othello is located in southeast Seattle, and nearly 50 percent of its residents are foreign-born. The broader southeast area has a variety of income levels, with affluent neighborhoods and two large public housing projects.

In the 1990s, the city asked community members in 38 neighborhoods to create neighborhood plans to guide future growth. Since the adoption of the original neighborhood plans, Seattle has grown in population, jobs, and diversity. With new housing demand, real estate prices have increased in some working-class neighborhoods. There has also been significant development interest around light rail stations. As a result, the city decided to update three neighborhood plans in southeast Seattle, including Othello's. For this effort, the city would draw on its Race and Social Justice Initiative, created in 2002 to end race-based disparities in city programs and services.

To update the plans, the city engaged thousands of people using an online survey and traditional neighborhood meetings. It also employed special outreach liaisons to work with members of historically underrepresented communities, including Cambodian, Somali, Amharic, Vietnamese, Latino, Native American, and African-American communities, youth, and persons with disabilities. Before the city's public meetings, the liaisons translated materials and held smaller

To update the Othello neighborhood plan, the city of Seattle engaged thousands of people using traditional community meetings as well as an online survey and other approaches. *Photo courtesy of City of Seattle.*

The city employed outreach liaisons to work with members of historically underrepresented communities, including Cambodian, Somali, Amharic, Vietnamese, Latino, Native American, and African-American communities, youth, and persons with disabilities. *Photo courtesy of City of Seattle.*

meetings with their constituents. At first, few community members attended the city's public meetings. However, attendance grew over time, with participation increasing from approximately 10 to between 300 and 400 residents per meeting. Altogether, the city provided information to 3,000 people and 1,600 became involved in the planning initiatives.

When the city talked with the Othello community about the planned light rail station, the residents said they wanted a town center that would support the existing multicultural business district, make walking safer and more pleasant using sidewalks and landscaping, and provide affordable housing for working families. Multiple partners collaborated to help realize the community's vision, including Sound Transit, the Seattle Housing Authority, the city's Department of Planning and Development, local developer Othello Partners, and USAA Bank.

The new station provides easy access to the Seattle Housing Authority's NewHolly neighborhood, which includes 1,450 homes for people with a range of incomes. A branch of the Seattle Public Library, South Seattle Community College, and a new walking and biking path are within walking distance of the development. Three additional housing complexes are planned near the Othello station, primarily for low-income buyers. A development of 435 homes has been completed, and a 420,000-square-foot, mixed-use project with 352 residences is planned.

"To truly achieve equitable development and smart growth, there must be strategies and investments that create anchors to hold in place those communities most at risk of displacement due to real estate pressures," says Nora Liu, Neighborhood Planning Manager for the city of Seattle. "In this way, improvements to the built environment can benefit those who are there now as well as new residents seeking a more sustainable way to live."[61]

"To truly achieve equitable development and smart growth, there must be strategies and investments that create anchors to hold in place those communities most at risk of displacement due to real estate pressures," says Nora Liu, Neighborhood Planning Manager for the city of Seattle.

During the planning process, Othello residents developed a vision of a town center that would support the existing business district, offer affordable housing, and provide facilities to make walking safe and pleasant.
Photo courtesy of City of Seattle.

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61   For references, see page 75.

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STRATEGIES LINKING SMART GROWTH, ENVIRONMENTAL JUSTICE, AND EQUITABLE DEVELOPMENT
FACILITATE MEANINGFUL COMMUNITY ENGAGEMENT IN PLANNING AND LAND USE DECISIONS

Conduct Community Assessments

Conventional planning processes might not always capture detailed information about specific community challenges or priorities. A community assessment can empower residents to fill those gaps. In a community assessment, community members gather, analyze, and report information to produce a more complete picture of current conditions, needs, and available resources. An assessment typically focuses on a priority issue in a specific area, such as housing or transportation options in a neighborhood. Examples include walkability audits, which evaluate the safety and convenience of the walking environment, and community food assessments, which analyze the availability of healthy food options.

Community assessments are usually conducted by community organizations and residents and often receive support from government agencies, academic institutions, and foundations. Experts and residents work together to establish indicators that show current conditions and measure future progress. They also identify how to collect information most effectively. Participants usually conduct an on-the-ground assessment; supplementary information can be gathered through interviews, surveys, and focus groups, or by obtaining outside data. After the assessment, participants determine how to share findings with decision-makers and the broader public and integrate them into planning processes.

In Bakersfield, California, the Greenfield Walking Group, comprised primarily of Spanish-speaking female farm workers, teamed with the Central California Regional Obesity Prevention Program to spearhead a walkability assessment of a local park. The group identified areas of the park that were unsafe, discouraged physical activity, or were unwelcoming to children. Their findings led to several improvements, including the construction of a walking path and playground.[62]

With support from EPA, the Walkable and Livable Communities Institute conducted a walkability workshop with the residents of the predominantly African American 26th ward in St. Louis, Missouri. Participants joined a facilitated walk around the neighborhood where they identified barriers to walkability such as crime, excessive vehicle speeds, street closures, and a lack of walking and bicycling routes to the nearby light rail station. Residents and experts then explored solutions, such as organizing a community-based Active Living Working Group to prioritize efforts and pursue funding, fixing broken pedestrian crossing signals, and reconnecting barricaded streets.[63]

Community assessments often require funding and expertise. While some communities obtain these resources through grants or partnerships with government agencies, nonprofits, or academic institutions, others engage skilled volunteers such as graduate students with mapping or planning knowledge. Alternatively, using "off-the-shelf" tools, such as pre-prepared zoning code audits, can allow community groups to complete assessments independently.

Community assessments provide credible data that community organizations and government staff can use to document needs, secure grants, and inform future neighborhood investments. They can also lead to helpful new relationships among citizens, organizations, and government partners.

Residents of St. Louis, Missouri's 26th Ward conduct a walking audit of their neighborhood, where they identify barriers to walkability such as crime, high vehicle speeds, and a lack of good pedestrian and bicycle routes to the nearby light-rail station. *Photo courtesy of Eric Friedman, Housing and Community Solutions, Inc.*

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62   The California Endowment. *The Greenfield Walking Group-Transforming a Park, Transforming a Community.* 2002. www.partnershipph.org/sites/default/files/Greenfield_WalkingGroup.pdf.

63   Walkable and Livable Communities Institute. *Suggested Next Steps as Outcome of Technical Assistance, 26th Ward, St. Louis, Mo.* 2011.

Hold Community Planning and Visioning Workshops

Defining a shared vision and goals for a site, neighborhood, city, town, or region is the first step in the planning process and the foundation for subsequent land use policy and regulatory changes and investments in the community.

Community planning and visioning workshops can be sponsored by public agencies, non-governmental organizations, and private developers. These workshops are usually managed by facilitators who lead participants through structured discussions and design exercises, and they often produce visual representations of the community's desired future, such as maps and drawings. After the workshop, the results, along with recommendations on how to achieve the vision, are shared with the broader public and decision-makers and integrated into planning processes. Workshops can be completed in one day or include multiple meetings scheduled over several months. Multi-day collaborative planning events where stakeholders create a plan and implementation strategy are known as charrettes. The costs of a workshop or charrette vary depending on their complexity, technical needs, and duration.

Local decision-makers typically take part in planning workshops to learn about the needs and goals of their constituents. In Gary, Indiana, elected officials joined community leaders at a design workshop convened by the American Planning Association's Planning and the Black Community Division. Together, they developed a vision for revitalizing the Broadway corridor that runs through the heart of Gary's African-American community. The plan called for reusing vacant parcels, strengthening community elements that showcase the area's cultural heritage, and improving transportation options by creating nature trails and transit-oriented development.[64]

Planning and visioning workshops should be tailored to the specific needs of participants, especially if they are new to the planning process. For instance, some community members may not feel comfortable expressing their ideas in front of government representatives. In these cases, a nonprofit organization could hold pre-workshops, where residents can share their experiences and concerns comfortably. Conducting pre-workshops also provides an opportunity for facilitators to educate participants about strategies that have been applied in other communities, expanding their knowledge of potential solutions and preparing them to collaborate with municipal staff.

Elected officials and community leaders worked together to develop a vision for revitalizing the Broadway corridor that runs through the heart of Gary, Indiana's African-American community. *Photo courtesy of Carlton Eley.*

The resident design committee of the High Point community in Seattle met biweekly to help plan what redevelopment would look like. *Photo courtesy of Seattle Housing Authority.*

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64   American Planning Association, Planning and the Black Community Division. *Vision for Broadway.* 2009. www.planning.org/divisions/blackcommunity/pdf/garyindinana.pdf.

Promote Public Health and a Clean and Safe Environment

A clean and safe environment and healthy residents are the ultimate goals of environmental justice, smart growth, and equitable development. Homes should be buffered from land uses with potential environmental concerns like incinerators, heavy manufacturing plants, and goods movement facilities. Contaminated sites resulting from previous industrial activities should be cleaned up and put to safer use. Buildings, streets, and other infrastructure should be constructed in ways that reduce air and water contamination and improve the health of the people using them. Low-income, minority, and tribal communities should not face disproportionate environmental burdens and should enjoy clean and safe places to live, work, play, and learn.

Approaches that integrate smart growth and environmental justice offer ways of arranging land uses, developing sites, and constructing buildings that can help protect overburdened populations from environmental and health hazards and bring benefits like clean air and water. This section covers five strategies for planning and developing healthy, sustainable neighborhoods. The first two, reducing exposure to facilities with potential environmental concerns and goods movement activities, focus on zoning and planning tools that can help protect the neighbors of existing facilities and appropriately site and design new ones. Next, cleaning up and reusing brownfields and Superfund sites can remove health hazards while boosting local economies and enhancing quality of life. The final two strategies, creating green buildings and green streets, can reduce pollution and contribute to healthier indoor and outdoor environments.

In all of these efforts, local public health departments are important partners who can strengthen the link between planning and health by bringing new information and stakeholders to the table. When engaged in land use planning, they can help residents identify health issues that can be addressed in plans, provide and interpret data documenting local health concerns, organize workshops and presentations for key decision-makers on land use policy and health, provide sample policies, and comment on draft plans.

Reduce Exposure to Facilities with Potential Environmental Concerns

Proactive and collaborative planning can help reduce residents' exposure to industrial facilities and their health effects while preserving the economic benefits and jobs they provide. These facilities can be anchors of local economies, employing residents in permanent, living-wage positions. But they might also emit pollutants or create byproducts that can cause environmental and health problems, so they and their surrounding neighborhoods should be planned and designed thoughtfully.

Safe land use planning begins with identifying land uses that should not usually be located near each other, such as those that may create health impacts and those that may affect sensitive populations (known as "sensitive uses"). Uses with potential health impacts include sources of localized air pollution such as industrial facilities, power plants, truck depots, and freeways. Sensitive land uses include places where children, the elderly, people with health problems exacerbated by poor air quality, and other vulnerable individuals are likely to be, such as schools, playgrounds, daycare centers, nursing homes, and residences. Complete separation of industrial and other land uses is not always desirable or necessary, but this section describes approaches for separating or buffering future incompatible uses when appropriate and reducing the environmental and health impacts of existing ones.

Multi-stakeholder collaboration

Proactive cooperation among community residents, all levels of government, and business and industry stakeholders is critical when working with planned and existing facilities. Particularly for new projects, multi-stakeholder collaboration during the planning stage allows early identification of potential negative impacts, increases opportunities to make siting decisions

or incorporate design features that minimize those impacts, and helps business owners mitigate impacts more efficiently and cost effectively.

State and local government collaboration is important. Municipal planners can work with state and local environmental, air, and transportation agencies to understand the potential health and environmental impacts of various types of facilities. These agencies can provide air quality and emissions data, health risk estimates, and evaluation tools for use in land use decision-making. In most cases, state agencies issue permits for air emissions, water discharges, or waste disposal. Local planners can help state officials assess potential impacts on the community, facilitate public input, and incorporate permitted facilities into their planning efforts.

Engaging business and industry stakeholders in planning processes and after facilities have been built can reduce exposure to pollution while supporting local economies and employment. Community-based organizations and industries are using the Collaborative Problem-Solving Model and Good Neighbor Agreements to work more effectively together.

The Collaborative Problem-Solving Model brings various stakeholders together to address a particular issue and create a collective vision with mutually beneficial outcomes. It often starts with a community-based organization convening residents, industry stakeholders, and other relevant partners to identify common concerns and goals. These discussions can lead to community capacity building, dispute resolution and consensus building, the identification of needed resources, and the development of work plans.[65] The case study in this section describes ReGenesis, a nonprofit organization in Spartanburg, South Carolina, that used the Collaborative Problem-Solving Model to build multi-stakeholder partnerships and tackle complex health and environmental issues.

A Good Neighbor Agreement is a formally negotiated agreement that establishes a relationship between an industry and a community organization. Some are voluntary and nonbinding while others are legally binding and created as conditions in formal permitting processes. Although a number of Good Neighbor Agreements have been created in reaction to accidents or other problems, others have been negotiated proactively to reduce pollution, increase well-paying jobs for local residents, set aside land in conservation easements, reduce vehicle traffic, and facilitate access to information.[66]

Municipal planning, zoning, and permitting tools

Working with community, state, and industry stakeholders, municipal agencies can use planning, zoning, and permitting tools to plan and site proposed facilities safely and reduce residents' exposure to existing facilities. The comprehensive plan, developed with input from community members and business stakeholders, can lay out general goals, objectives, and policies for facility siting. For instance, the land use section of the plan could identify areas appropriate for future industrial uses and introduce design parameters that reduce exposure to these uses when they already exist close to residential neighborhoods.[67]

Zoning ordinances can set minimum separation distances for specific facility types or create buffer zones, which are zoning districts that serve as transitional areas between incompatible land uses. Buffer zones can include open spaces or light commercial uses. Vegetation or other types of physical screening can also be used to buffer some incompatible uses.

Conditional use permits allow land uses with potentially significant environmental or health impacts only under certain conditions. These

65 U.S. Environmental Protection Agency. *EPA's Environmental Justice Collaborative Problem-Solving Model.* 2008. www.epa. gov/environmentaljustice/resources/publications/grants/cps-manual-12-27-06.pdf.

66 Civic Practices Network. *Good Neighbor Agreements: A Tool for Environmental and Social Justice.* www.cpn.org/topics/environment/goodneighbor.html. Accessed 2012.

67 California Air Resources Board. *Air Quality and Land Use Handbook: A Community Health Perspective.* 2005. www.arb.ca.gov/ch/landuse.htm.

Auto-body shops and other facilities with potential environmental and health concerns are interspersed with homes in National City, California's Westside neighborhood, a primarily low-income and minority community. The city is developing a tool that will help staff evaluate the health risks posed by these types of land uses and the costs of moving them. *Photo courtesy of National City.*

permits include special requirements to ensure that facilities will not be detrimental to their surroundings. In Huntington Park, California, permits for facilities in commercial, office, and mixed-use zones depend on the facility's proximity to homes and the potential level of adverse impact. The city can also require mitigation and reduction of diesel emissions generated by expanded or new facilities or operations.[68]

Local governments can use performance zoning to regulate the impacts of land uses by providing standards to limit nuisance-like activities. These standards treat all similar projects equally, reserving the more resource-intensive conditional use permit for projects that require more detailed analysis. Examples of performance standards include limiting hours of operation to reduce emissions exposure, requiring fleet operators to use cleaner vehicles when expanding their fleets, and providing alternate truck routes that avoid residential areas.[69]

Municipalities can also establish overlay zones, which set additional requirements for existing zoning districts, such as industrial zones close to residential neighborhoods. The city of Austin, Texas, created the East Austin Overlay District, where any new facility with operations more intense than a commercial use must obtain a conditional use permit and notify residents. If industrial facilities within the district closed, another ordinance authorized rezoning those sites to less intensive use categories.[70]

When residents, businesses, and policy-makers have developed a collaborative vision for their community and zoning laws do not match that vision, they might choose to rezone particular areas or the entire jurisdiction. When seeking the rezoning of small areas, stakeholders might find it helpful to document the incompatibility of the existing land use classifications and the impacts on health, safety, and community character; pursue rezoning before specific development proposals arise; and avoid singling out specific properties, instead considering clusters of neighboring parcels with similar use designations and impacts.[71] Comprehensive rezoning is a lengthy undertaking that provides many opportunities for stakeholder input.

Where facilities already exist and affect nearby populations, local government agencies, industry stakeholders, and residents can work together to identify a solution that advances the community's overall health, environmental, and economic goals. Many municipalities "grandfather" land uses that were allowed before current zoning laws. However, municipalities can prohibit grandfathering when these uses conflict with the goals of updated comprehensive plans or bring environmental, health, or economic risks.

68   National Academy of Public Administration. *Addressing Community Concerns: How Environmental Justice Relates to Land Use Planning and Zoning.* 2003. www.epa.gov/compliance/ej/resources/reports/annual-project-reports/napa-land-use-zoning-63003.pdf.
69   California Air Resources Board. *Air Quality and Land Use Handbook: A Community Health Perspective.* 2005. www.arb.ca.gov/ch/landuse.htm.
70   National Academy of Public Administration. *Addressing Community Concerns: How Environmental Justice Relates to Land Use Planning and Zoning.* 2003. www.epa.gov/compliance/ej/resources/reports/annual-project-reports/napa-land-use-zoning-63003.pdf.
71   National Academy of Public Administration. *Addressing Community Concerns: How Environmental Justice Relates to Land Use Planning and Zoning.* 2003. www.epa.gov/compliance/ej/resources/reports/annual-project-reports/napa-land-use-zoning-63003.pdf.

Municipalities can also help relocate nonconforming uses when owners are interested in moving to more suitable locations.[72] Relocation decisions should be made collaboratively and on a case-by-case basis. In some cases, business owners see clear benefits to moving, such as access to an upgraded and modernized facility, access to more supportive infrastructure, or the opportunity to operate with fewer environmental or health impacts. Relocation can allow communities to concentrate industries and target infrastructure investments—such as water, wastewater, transportation, telecommunications, and public transit—to meet their needs. National City, California is developing a decision support tool that will help staff evaluate properties with nonconforming uses according to criteria such as possible threats to public health and safety, cost to the owner of moving and reestablishing the use elsewhere, and adaptability of the property to a currently permitted use. The city's land use code allows the city council to phase out nonconforming uses on the recommendation of the planning commission.[73]

When redeveloping vacant land in industrial areas, planners should carefully consider whether it is appropriate to build new residences and other sensitive uses near existing facilities and, if so, how buildings should be situated on their sites and designed to mitigate exposure. For example, zoning codes can require buffers, ventilation systems, and other measures to ensure healthy indoor air quality.

Reduce Exposure to Goods Movement Activities

Goods movement is the distribution of freight by all modes of transportation, including marine, air, rail, and truck. Goods movement facilities include seaports, airports, rail yards, rail lines, and truck loading stations and travel routes, as well as places where freight is processed and stored such as warehouses and distribution centers. These facilities exist in urban communities where movement originates and terminates as well as in rural places along transportation thoroughfares. Effective land use planning, along with technology and regulations, can reduce the impacts of goods movement activities so communities can more safely take advantage of the economic opportunities they bring.

Many stakeholders are involved in freight planning, transporting and storing goods, and designing and operating goods movement facilities. Although these players vary in every situation, common stakeholders include regional planning organizations, transportation commissions, port authorities, local governments, industry representatives, and community development organizations. For example, the Southern California Association of Governments, county transportation commissions, the Los Angeles Metro, and private-sector stakeholders partnered to develop a regional action plan to increase the benefits and mitigate the hazards associated with the growing volume of trucks and freight trains moving from ports in Los Angeles and Long Beach.[74]

Local and regional planning agencies can work with goods movement stakeholders and community organizations to design freight facilities and surrounding neighborhoods in ways that support health, environmental, and economic goals. For instance, some are creating freight clusters that accommodate goods movement activities in targeted areas while reducing negative impacts in other

72 Salkin, Patricia. *Environmental Justice and Land Use Planning and Zoning*. 2004. www.governmentlaw.org/files/EJ_land_use.pdf.

73 Partnership for Sustainable Communities. *National City, California: Recommendations for Ranking Properties with Nonconforming Uses in the Westside Specific Plan Area*. 2011. www.epa.gov/brownfields/sustain_plts/reports/property_ranking_process.pdf.

74 LA Metro. *Multi-County Goods Movement Action Plan*. 2009. www.metro.net/projects/mcgmap/.

neighborhoods.[75] In Baltimore, Maryland, the Maritime Industrial Zoning Overlay District preserves industrial uses along the city's waterfront, which is experiencing significant development pressure and rising rents. The zoning overlay district preserves jobs in this accessible center city location and consolidates the negative impacts of goods movement.[76] Other states and localities require buffer zones between freight facilities and sensitive land uses. The California Air Resources Board does not allow school districts to site schools within 500 feet of highways or other busy traffic corridors.[77]

Some communities are using a combination of planning approaches, incentives, regulations, and technology. In Oakland, California, the Ditching Dirty Diesel Collaborative is developing regional strategies to reduce exposure to diesel emissions from trucks. Funded by foundations and federal and state agencies, the group found that average diesel emissions in West Oakland, a predominantly African-American community, were 90 times greater than in the rest of California. They worked with the Bay Area Air Quality Management District to reduce diesel pollution through several methods, including eliminating unlicensed truck traffic, rerouting traffic away from residential neighborhoods, and providing financial incentives to fleet owners to retire the most polluting trucks. They also secured an agreement to move trucking businesses away from residential areas to a decommissioned army base owned by the city and the Port of Oakland. The port installed electrical hook-ups so trucks waiting to enter the port do not need to idle.[78]

Planners should also consider the design of the community around goods movement facilities. They should carefully evaluate whether it is appropriate to build new residences and other sensitive land uses nearby and, if so, how the buildings should be situated on their sites and designed to mitigate exposure. Planners can include language in the zoning code that sets special location or design requirements for sensitive uses in areas of concern. For example, San Francisco's Health Code requires that newly constructed residential buildings with ten or more units located near major roadways with concentrations of motor vehicle pollution be situated or designed to reduce residents' exposure. Developers can satisfy this requirement by installing ventilation systems, locating the building air intake away from the roadway, locating residential units on the second floor or higher so they are above roadway emissions, setting the building back from the roadway, or planting trees between the building and the roadway.[79]

75   U.S. Department of Transportation. *FHWA Freight and Land Use Handbook*. 2012. www.ops.fhwa.dot.gov/publications/fhwahop12006/index.htm.

76   U.S. Department of Transportation. *FHWA Freight and Land Use Handbook*. 2012. www.ops.fhwa.dot.gov/publications/fhwahop12006/index.htm.

77   California SB 352. Ch. 668 (2003).

78   Palaniappan, Meena. "Ditching Diesel." *Race, Poverty and the Environment*. Urban Habitat. Undated. www.urbanhabitat.org/node/163. Accessed 2011.

79   City and County of San Francisco. *Protecting Sensitive Uses from Roadway Air Pollution Hot Spots: Article 38 of the San Francisco Health Code, Frequently Asked Questions*. 2008. www.sfdph.org/dph/files/EHSdocs/AirQuality/AQFAQ.pdf.

Clean and Reuse Contaminated Properties

Brownfields and Superfund sites are contaminated properties that require special cleanup and redevelopment strategies. With planning and remediation, these sites can be reused for commercial and industrial activities, housing, parks, and other community facilities that can boost local economies and improve quality of life. Since these sites are often located in established neighborhoods with a mix of uses, public transit, and compact, walkable designs, their reuse can provide residents with easily accessible jobs, services, and amenities.

EPA defines brownfields as properties whose expansion, redevelopment, or reuse could be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant.[80] Brownfields are often abandoned, idled, or underused industrial and commercial sites. They can be structures or empty lots. Federal, state, and local governments provide support for brownfield cleanup and redevelopment, including tax incentives, grants, low-interest loans, technical assistance, protection from liability, and streamlined government oversight of cleanups.

In contrast to brownfields, Superfund sites have been designated by EPA as the country's most contaminated sites. Cleanup can be complex, often requiring several years to study the issues, develop solutions, and complete remediation. Through EPA's Superfund program, administered with state and tribal governments, the Agency can clean up hazardous waste sites and compel responsible parties to perform cleanups or reimburse the government for cleanup activities. Additionally, EPA's Superfund Redevelopment Initiative provides technical, financial, and other forms of assistance to communities working to redevelop contaminated land.[81] For example, EPA worked with stakeholders in Oakland,

The redevelopment of Egleston Crossing in Boston, Massachusetts' Roxbury neighborhood transformed an auto-body shop with a history of toxic waste problems into a commercial and residential anchor for the neighborhood. *Photo courtesy of Egleston Crossing.*

California to explore future uses of the AMCO Chemical Superfund site. The community had envisioned mixed-use, transit-oriented, walkable development, including affordable housing and neighborhood-serving retail stores, so the assistance team created three scenarios that supported that vision. This reuse assessment helped residents and decision-makers think through redevelopment alternatives and identify appropriate cleanup methods.[82]

Early and inclusive community involvement in site cleanup and reuse decisions is critical to ensure that visions and strategies align with community needs and benefit existing residents. Ideally, the municipality, community stakeholders, and state and federal partners would identify the preferred future use of the site before cleanup occurs. If housing is planned for a brownfield site, for instance, different cleanup remedies might be required than if a new industrial facility is to be built. A plan for the area surrounding the site can further refine cleanup strategies. Many low-income and

80 U.S. Environmental Protection Agency. About Brownfields. www.epa.gov/brownfields/about.htm. Accessed 2011.

81 U.S. Environmental Protection Agency. Superfund Redevelopment. www.epa.gov/superfund/programs/recycle/index.html. Accessed 2011.

82 U.S. Environmental Protection Agency. *Planning for the Future: Reuse Assessment for the AMCO Chemical Superfund Site, Oakland, CA.* 2010. www.epa.gov/superfund/programs/recycle/pdf/amco-reuse.pdf.

minority communities are affected by multiple contaminated sites and the economic and environmental challenges associated with them.

By using an area-wide approach rather than considering one site at a time, communities can better identify the most productive and appropriate reuse options, address infrastructure needs, and spur lasting economic development. Neighborhood planning and visioning efforts, feasibility studies, and market and infrastructure analyses can help municipalities and nonprofit organizations create and implement informed area-wide revitalization strategies. EPA's Brownfields Area-Wide Planning Program is supporting the city of Ogdensburg, New York, as it turns a formerly industrial corridor along its riverfront into a walkable, mixed-use development. The city is creating an action plan for the 15 brownfields in the area, with an inventory of site conditions, reuse opportunities, and existing infrastructure.[83]

If site cleanup is already underway, municipalities, states, and federal agencies can work together to remove barriers to reuse. Assessing the reuse potential of properties, providing education about reuse practices and opportunities, and encouraging private entities to invest in reuse can be effective. In addition, existing zoning ordinances, building codes, and tax policies might make it difficult to redevelop contaminated sites and do infill development.[84] Planners can remove regulatory barriers and provide incentives to accomplish these goals, such as faster project approval and reduced impact fees.

Early and inclusive community involvement in site cleanup and reuse decisions is critical to ensure that visions and strategies align with community needs and benefit existing residents.

The Mission Creek Senior Community in San Francisco, California transformed a brownfield into an attractive, mixed-use, low-income senior community. Formerly used for a sewage pumping station, a box factory, a mill, and other industrial facilities, the remediated site now contains affordable senior housing that is 25 feet from a streetcar stop, two blocks from a commuter rail station, and less than one block from a bus stop. *Photo courtesy of Mercy Housing California and San Francisco Housing Authority.*

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83 U.S. Environmental Protection Agency. *Brownfields Area-Wide Planning Pilot Project Fact Sheet: Ogdensburg, NY.* 2010. www.epa.gov/brownfields/grant_announce/awp/awp_ogdensburg_ny.pdf.

84 Infill development is development or redevelopment of sites that are already served by infrastructure or surrounded by other development.

Case Study:
Site Cleanup as a Catalyst for Revitalization
Spartanburg, South Carolina

The Arkwright and Forest Park neighborhoods in Spartanburg, South Carolina, revitalized their community through partnerships to clean up pollution from contaminated sites. The effort was spearheaded by ReGenesis, an environmental justice organization whose initial focus on brownfield cleanups broadened over time to include revitalization of the entire community. The ReGenesis initiative eventually led to the construction of new housing, businesses, a shopping center, and health clinics.

Located on the edge of Spartanburg's downtown, the Arkwright and Forest Park neighborhoods are predominantly African-American. Because of the lack of zoning before 1976, homes are located near former industrial and landfill sites and an active chemical plant. Residents have reported high rates of illness and death that they attribute to environmental pollution. The neighborhoods have also struggled with high unemployment, poor health services, disinvestment, and run-down housing.

After his father passed away from an undiagnosed illness, resident Harold Mitchell began examining the health impacts faced by residents living near a former dump and an abandoned fertilizer plant. He founded ReGenesis in 1997 to bring together residents who had been affected. He also asked EPA for assistance. After extensive sampling, EPA found contaminants such as metals, nitrate, and fluoride in the soil, ground water, surface water, and sediment at one of the sites, which was later designated a Superfund site.

ReGenesis used the Collaborative Problem-Solving Model to cooperatively address economic and environmental concerns. ReGenesis began by connecting existing neighborhood associations in the Arkwright and Forest Park communities. The summer of 2000 marked a turning point in the success and scale of ReGenesis' efforts, when it held a meeting to discuss the community's visions and needs with more than 100 people, including representatives from federal agencies, the county,

"We demonstrated that community residents were essential components of our efforts in Spartanburg," says Harold Mitchell, shown here at a visioning workshop. "The community's deep engagement and commitment were what made the revitalization of the Arkwright and Forest Park areas possible." *Photo courtesy of Harold Mitchell.*

the city, businesses, and universities. The meeting uncovered shared priorities among its diverse participants. As a result, ReGenesis created the Environmental Justice Partnership, which held one-on-one meetings and forums with local, state, and federal government representatives as well as businesses, politicians, foundations, and technical experts. "You can't put money in a community and say 'Make it happen,'" says Nancy Whittle, the South Carolina Department of Health and Environmental Control community liaison who took part in ReGenesis' many revitalization forums. "You build community capacity with time and patience."

ReGenesis continued to seek allies, including non-traditional partners. For example, ReGenesis invited the local chemical plant to collaborate despite the community's concerns about the health effects of its operations. Although the initial relationship was contentious, both sides wanted to avoid hostilities and lengthy legal debates, so they agreed to use a proactive approach known as facilitated dialogue. In this case, facilitated dialogue involved inviting an independent third party respected by both sides to facilitate conversations between the two

"You can't put money in a community and say 'Make it happen,'" says Nancy Whittle, the South Carolina Department of Health and Environmental Control community liaison who took part in ReGenesis' many revitalization forums.
"You build community capacity with time and patience."

groups. Their weekly telephone conferences and face-to-face meetings resulted in improved noise and odor controls, enhanced health and safety procedures, air and groundwater monitoring, local job creation, new emergency preparedness practices, and facility beautification.

With the support of its partners, ReGenesis obtained the grants, technical assistance, and in-kind assistance necessary to achieve the community's revitalization vision. This support provided the opportunity to establish a community visioning process through design charrettes, where drawings and ideas for a parkway, a park, affordable housing, shopping areas, an entertainment center, a job training center, a health clinic, and other facilities were

developed. ReGenesis had raised $166 million by 2006, the result of the organization's efforts to work with stakeholders from all sectors to realize the community vision. "We demonstrated that community residents were essential components of our efforts in Spartanburg," says Harold Mitchell, now a member of the South Carolina House of Representatives. "The community's deep engagement and commitment were what made the revitalization of the Arkwright and Forest Park areas possible."

With strong support from the mayor and county, state, and federal officials, the ReGenesis partnerships led to change. As part of a HOPE VI housing project, businesses owned by women and minorities and unemployed residents who had completed a job training program built affordable homes. Through a $2.2 million appropriation, Congress funded a study of alternate access roads to link neighborhoods divided by railroad tracks. ReGenesis also worked with the environmental group Upstate Forever to create green space and trails along the nearby creek, complementing a senior housing development constructed on a cleaned-up brownfield site. "Smart growth is possible with an informed and empowered community," says Cynthia Peurifoy, environmental justice program manager for EPA Region 4. "The ReGenesis story teaches us that community-driven redevelopment efforts can bring great results."[85]

Many community members participated in design charrettes for the Arkwright and Forest Park neighborhoods, where ideas for a park, affordable housing, shopping areas, a health clinic, and other amenities were developed. *Photo courtesy of Harold Mitchell.*

85   For references, see page 75.

STRATEGIES LINKING SMART GROWTH, ENVIRONMENTAL JUSTICE, AND EQUITABLE DEVELOPMENT
PROMOTE PUBLIC HEALTH AND A CLEAN AND SAFE ENVIRONMENT

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Promote Green Building

Green buildings use sustainable siting, design, and materials to create healthy indoor and outdoor environments. When designed and operated appropriately, green buildings can reduce exposure to toxics and pollutants that have been linked to cancer, asthma, and other health problems. Green buildings often include natural landscaping features to capture and filter polluted runoff that would otherwise flow into water bodies. They also use innovative practices and technologies to reduce energy and water consumption and costs.[86,87] These practices bring significant benefits for low-income families, who spend 19 to 26 percent of their household incomes on energy. The lowest-income families can spend even more.[88,89] When green buildings are located in walkable and transit-accessible neighborhoods, they can further reduce household energy use and expenditures.[90]

There are a range of green building certification programs nationwide. Two of the most widespread are the U.S. Green Building Council's Leadership in Energy and Environmental Design (LEED) and EPA's ENERGY STAR Homes programs. LEED provides green building guidelines and certification, rating buildings based on their performance in five areas: sustainable site development, water savings, energy efficiency, materials selection, and indoor environmental quality. ENERGY STAR Homes qualifies new homes that meet its energy efficiency guidelines. Builders participating in the program work with certified experts to incorporate features—including insulation, high-performance windows, and efficient heating and cooling equipment—that can make homes 20 to 30 percent more efficient than standard homes.

The redevelopment of Egleston Crossing in Boston's Roxbury neighborhood incorporated green building features that reduce energy consumption and utility costs while enhancing indoor air quality and improving residents' health. *Photo courtesy of Egleston Crossing.*

The Enterprise Green Communities Criteria is another certification system designed specifically for affordable housing, providing cost-effective green building practices that can be integrated into all affordable housing types, including new construction and rehabilitation in multifamily and single-family homes. Homeowners and developers can also incorporate green building techniques without seeking certification through one of these programs.

Community organizations and municipalities around the country are working with nonprofits, foundations, and other private entities to incorporate green design in their development projects. In Chicago, Bethel New Life (profiled on page 51) built a LEED-certified community center on a cleaned-up brownfield. Public housing developers are also using green designs to create healthier environments for residents and reduce their own operating costs. High Point, a HOPE VI public housing redevelopment in Seattle, uses green building strategies to improve water and energy efficiency, enhance indoor air quality, and manage runoff.[91,92]

Community organizations are also using green building practices to tackle health hazards in older

86   Turner, Cathy and Frankel, Mark. *Energy Performance of LEED for New Construction Buildings: Final Report.* New Buildings Institute. 2008. www.usgbc.org/ShowFile.aspx?DocumentID=3930.

87   Kats, Greg. *The Costs and Financial Benefits of Green Buildings: A Report to California's Sustainable Building Task Force.* 2003. www.usgbc.org/Docs/News/News477.pdf.

88   U.S. Department of Housing and Urban Development. *Utility Bills Burden the Poor and Can Cause Homelessness.* 2009. www.hud.gov/offices/cpd/library/energy/homelessness.cfm.

89   Trisko, Eugene. *The Rising Burden of Energy Costs on American Families, 1997-2007.* 2006.

90   Jonathan Rose Companies. *Location Efficiency and Housing Type: Boiling it Down to BTUs.* 2011. www.epa.gov/smartgrowth/pdf/location_efficiency_BTU.pdf.

91   Seattle Housing Authority. HOPE VI Program. www.seattlehousing.org/redevelopment/hope-vi. Accessed 2011.

92   The High Point Redevelopment project won EPA's National Award for Smart Growth Achievement in 2007. For more information, see the U.S. Environmental Protection Agency, "2007 National Award for Smart Growth Achievement" at www.epa.gov/smartgrowth/awards/sg_awards_publication_2007.htm.

homes. The National Coalition to End Childhood Lead Poisoning is coordinating the Green and Healthy Homes Initiative to train workers to deal with health concerns such as deteriorating lead-based paint, mold, poor ventilation, and pests, and to boost their energy efficiency.[93]

Build Green Streets

Rainwater that washes over pavement carries pollutants such as motor oil and grease directly into streams, lakes, rivers, and bays. These pollutants can come into contact with humans through drinking water and in other ways. A green street uses natural landscaping to collect, filter, and cleanse polluted runoff by mimicking natural processes where rainfall evaporates, is taken up by plants, or drains into the soil. Almost any type of street can be greened, including main arterial roads, residential streets, and alleys.

Green streets can incorporate a variety of elements, including rain gardens, sidewalk planters, tree boxes, landscaped medians, and permeable paving. These elements are also known as green infrastructure. The plants and soils used in gardens, medians, and planters help to filter and break down pollutants. Trees catch and absorb rainfall and help water to evaporate. Green street designs sometimes reduce the amount of hard surface by narrowing the street. Porous materials such as permeable pavement can also replace portions of streets typically covered by concrete and asphalt.

Green streets improve air quality by intercepting small particles of air pollutants and reducing "heat islands" that occur when concrete and asphalt are heated during hot weather.[94] They can beautify neighborhoods and calm traffic, making walking and biking safer and more enjoyable. Green streets can also reduce the risk of localized flooding and the need for more costly traditional "grey" infrastructure—such as expanded sewer systems and water treatment facilities—to handle runoff.

Before *(above)* and after *(below)* green street facilities were created through a Safe Routes to School project at Humboldt Elementary School, located in an underserved area of Portland, Oregon. *Photo courtesy of Environmental Services, City of Portland, Oregon.*

Green street projects run the gamut from large and complex to relatively simple and low-cost. Planners can ensure that street design standards encourage the use of green infrastructure elements in all types of projects. The city of Portland, Oregon approved a resolution in 2007 to promote green street features in public and private developments. The resolution directed city agencies to work together to install green streets and integrate them into the city's land use and transportation plans. Projects resulting from the resolution include street planters at Portland State University, an elementary school rain garden, and permeable pavement around the city.[95] In San Francisco, the nonprofit Plant*SF worked with city agencies to streamline permitting for green sidewalk projects such as planters, tree boxes, and rain gardens. The organization also created a guide to help individuals, businesses, and neighborhood groups obtain permits and design and install their own sidewalk landscaping.[96]

93   Coalition to End Childhood Lead Poisoning. Green and Healthy Homes Initiative. www.greenandhealthyhomes.org. Accessed 2011.

94   According to EPA, heat islands are built up areas that are hotter than nearby rural areas. For more information, see the U.S. Environmental Protection Agency, "Heat Island Effect" at www.epa.gov/heatisld.

95   Portland Bureau of Environmental Services. Portland Green Street Program. www.portlandonline.com/BES/index.cfm?c=44407. Accessed 2011.

96   Plant*SF. Plant*SF. www.plantsf.org. Accessed 2011.

Case Study:
Greening a Small Town Main Street
Edmonston, Maryland

Edmonston, Maryland's Green Street Project marries new and old technologies to reduce pollution, conserve energy, manage stormwater runoff, and redesign the town's main thoroughfare, Decatur Street. Spearheaded by Mayor Adam Ortiz, a citizens' advisory group, and the Chesapeake Bay Trust, this project redefines the street as more than just cars and asphalt. Completed in November 2010, Edmonston's green street protects the regional watershed, lays a foundation for reinvestment in the town center, and is already inspiring other communities to implement similar projects.

Located near Washington, D.C., Edmonston is a port town that extends on both sides of the Anacostia River. The town sits in a low-lying area, and has suffered frequent flooding since its incorporation in the 1920s. During the past decade alone, Edmonston flooded four times, and a 2006 flood submerged 56 homes. "Contrary to conventional wisdom, we don't flood from the Anacostia River," says Mayor Ortiz. "We flood because of parking lots, shopping centers, highways, and roofs." Stormwater runoff from these hard surfaces not only contributes to flooding, but also carries pollutants into the Anacostia River and ultimately, the Chesapeake Bay.

For Mayor Ortiz, the flooding problem was as much a social justice issue as an environmental one, as the town's sizable lower-income and immigrant populations were most affected. Shortly after the 2006 flood, the town began searching for long-term solutions.

With a $25,000 grant from the Chesapeake Bay Trust, the town tasked a local research organization, the Low Impact Development Center, to examine stormwater options along Decatur Street. The mayor and city council formed a volunteer "Green Team" of residents, students, engineers, designers, and representatives from environmental and health organizations to generate ideas, review plans, and share recommendations with town officials.

Edmonston's mayor dedicates the redesigned Decatur Street in 2010. *Photo courtesy of Faith Cole.*

"There is a misconception that smaller, working-class communities are not able to do great things," says Mayor Ortiz. *"However, we can implement innovations quickly and set an example for bigger cities."*

Decatur Street's bike lanes are constructed with permeable materials that allow water to filter through instead of collecting on top. *Photo courtesy of Faith Cole.*

Old Decatur Street - "Gray Street"

1. **Tree Canopy** - Non-native and low growth trees reduce habitat and contribute to "urban heat island" effect.
2. **Street Lighting** - Sodium and mercury vapor street lights are inefficient, powered by dirty coal energy which emits carbon into the atmosphere. Lights are also located above the trees, which results in less light reaching the sidewalk.
3. **Walkability / Accessibility** - Broken and narrow sidewalks limit access for disabled persons and strollers, and may violate the Americans with Disabilities Act. (ADA)
4. **Bike Access** - Lack of dedicated bike lanes reduce safety, discourage bike use and promote cars as the only way to get around on wheels. The wide street promotes speeding, making it even less safe for bikes and pedestrians.
5. **Stormwater** - The storm water drains debris and pollutants directly into local rivers through the underground sewer system. This poisons fish and other wildlife, promotes illness among people, and contributes to the death of the Chesapeake Bay.

Decatur Street in 2009 before it was redesigned. *Image courtesy of City of Edmonston.*

Future Decatur Street - "Green Street"

1. **Tree Canopy** - Native large canopy trees increase habitat, clean air, and cool street, sidewalks and homes.
2. **Street Lighting** - Light emitting diode (L.E.D.) streetlight fixtures are extremely efficient, and will be powered by clean wind energy. The lights will be closer to the street to maintain effectiveness to public safety.
3. **Walkability / Accessibility** - ADA compliant (36" wide) sidewalks promote wellness, walking and community.
4. **Bike Access** - Clearly marked bike lanes promote safety, wellness, an alternative to cars, and offer connectivity to bike trails and transit.
5. **Stormwater** - "Bioretention" gardens and treeboxes are the destination for stormwater instead of the sewer system. The water is then naturally filtered of pollutants and debris, helping restore our rivers and the Bay.
6. The "bump-out" design produces a "wiggle" in the street, slowing traffic for bike and pedestrian safety.

This rendering shows the features that were added to Decatur Street, including wide sidewalks, bike lanes, rain gardens, and curb bump-outs that narrow the street and calm traffic. *Image courtesy of City of Edmonston.*

The resulting Green Street Project extends along seven blocks of Decatur Street. Its native tree cover cools and beautifies the street. The wind-powered street lights use high-effici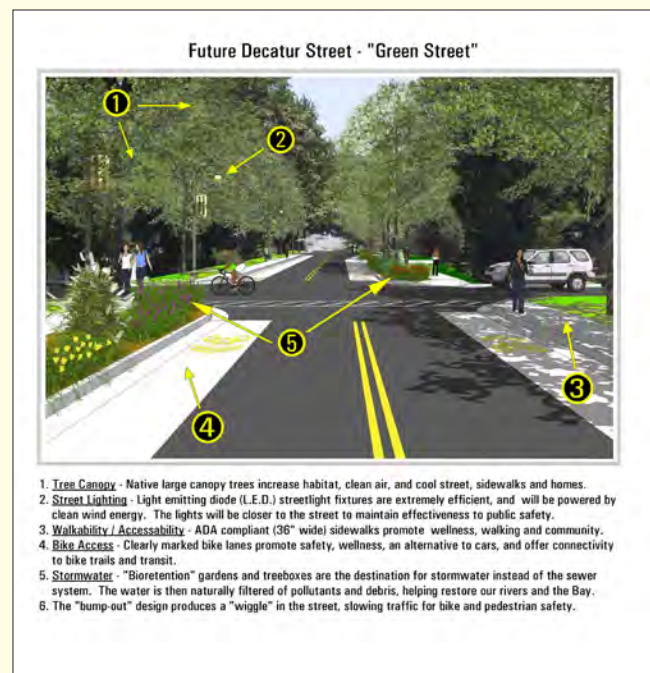ency LED bulbs that save energy, while the pedestrian and bicycle paths give residents safe, convenient transportation options and provide space for neighborhood children to play. The bike paths are constructed with porous bricks and cement that allow water to filter through instead of collecting on top. The most critical part of the Green Street Project is the water filtration system, which directs stormwater from storm drains and the sewer system to bio-retention rain gardens along the street. Combined, these features capture an estimated 90 percent of the street's stormwater, which reduces pollution locally and in the Chesapeake Bay.

Thanks to extensive citizen support and effective partnerships, the two-year implementation phase went smoothly. The town paid for 90 percent of the $1.3 million project with federal funding from the American Recovery and Reinvestment Act. Partnerships with landscape architects, horticulturalists, engineers, and other local

experts helped to reduce the costs of the project's design and development. Local companies, 70 percent of which were owned by minorities, performed all of the construction work. The project led to 50 to 60 construction jobs in the community.

"There is a misconception that smaller, working-class communities are not able to do great things," says Mayor Ortiz. "However, we can implement innovations quickly and set an example for bigger cities." Edmonston's Green Street Project shows how a small project covering less than a mile can make a big difference in a community and benefit an entire region. Broader action is needed to stop the flooding in Edmonston, but because of their success, a neighboring town is already taking on its own green street project.[97]

97   For references, see page 76.

Strengthen Existing Communities

Many established communities—city downtowns, older suburban neighborhoods, and rural villages—are rich in culture, heritage, and social capital but lacking in economic opportunities for residents. Investing in existing communities rather than in new developments on the outer fringes of metropolitan areas can improve quality of life for low-income and overburdened populations by bringing the new jobs, services, and amenities they need. Revitalizing long-standing communities can also help address the health hazards from contaminated properties, abandoned buildings, and poorly designed streets. In addition, this approach can increase the tax base to support other local needs. Just as important, investing in existing communities allows residents to strengthen what they love about where they live. Bringing new resources into existing neighborhoods can help preserve and build on the assets that make them distinctive.

This section introduces three broad strategies governments and community organizations can use to strengthen and revitalize existing communities. A "fix-it-first" approach to transportation, water, and other infrastructure prioritizes the repair and maintenance of

Old North, a historic St. Louis, Missouri neighborhood, has been transformed over the last several years through a comprehensive, locally driven redevelopment strategy that has turned a largely abandoned area into a flourishing community. *Photo courtesy of Sean Thomas, Old North St. Louis Restoration Group.*

existing assets over new construction on undeveloped land. Redeveloping vacant and abandoned properties can convert liabilities into needed amenities. Rethinking land use and transportation along blighted commercial corridors can help provide new opportunities for neighborhood businesses and expand access for low-income residents.

Providing housing and transportation options and improving access to opportunities and daily necessities are also important parts of strengthening existing communities. Since each of these priorities is supported by many specific strategies of their own, they are addressed separately in later sections.

The redevelopment of downtown Silver Spring, Maryland turned a struggling inner suburban commercial district into a vibrant destination with shopping, offices, apartments, and hotel space. *Photo courtesy of EPA.*

Fix Existing Infrastructure First

"Fix-it-first" strategies prioritize the repair and maintenance of existing infrastructure over the construction of new infrastructure in undeveloped places. These strategies are often applied to transportation infrastructure such as roads, bridges, and rail lines; and water facilities such as sewers, pipes, and treatment plants. They can also be applied to housing, schools, and other buildings.

Investing in existing infrastructure prolongs its usable life, minimizes the need for costly repairs, and reduces failures that can jeopardize safety. Public investment in infrastructure maintenance signals a commitment to a neighborhood that can make the private sector more confident about investing there. In addition, a fix-it-first approach creates jobs. Prioritizing roadway repair and maintenance[98] and mixed-use, compact, infill development projects within towns and cities[99] can create more jobs per dollar spent than building new infrastructure.

State and local governments can adopt fix-it-first policies that direct resources to support maintenance and upgrades of existing infrastructure and facilities. The Michigan Land Use Leadership Council worked with stakeholder groups including the Detroit National Association for the Advancement of Colored People to recommend that the state adopt minimum standards for spending on road repair, prioritize the reuse of historic buildings and other existing structures when locating public facilities, and direct state and federal financial assistance to commercial centers with infrastructure already in place and relatively dense populations. Following those recommendations, Michigan's Cool Cities pilot program allocated priority funding to localities with plans to revitalize established areas and use previously built infrastructure.[100]

Reuse Vacant and Abandoned Properties

Vacant and abandoned properties can jeopardize residents' safety and encourage blight and disinvestment by attracting crime and reducing surrounding property values. Converting them into community amenities such as housing, commercial space, or gardens can increase residents' access to needed services and opportunities and spur additional investment in the neighborhood.

Many municipalities and community organizations begin the redevelopment process by taking an inventory of all vacant properties in the city or neighborhood and prioritizing them for reuse. Indianapolis' Abandoned Housing Initiative assessed almost 8,000 vacant properties and, with the help of a HUD Neighborhood Stabilization Grant, directed resources to neglected properties with redevelopment potential.[101]

An area-wide approach that considers vacant properties in the context of comprehensive neighborhood plans can help identify uses that support the broader vision of the community. Some municipalities, such as Genesee County, Michigan and Cleveland, Ohio, have created land banks to acquire tax-delinquent properties, hold them until the market can support redevelopment, then rehabilitate them in ways that address local needs and strengthen the neighborhood.[102,103] When a property is targeted for revitalization, municipal programs, such as Cleveland's Repair-A-Home Program, can provide low-interest loans and technical assistance.[104]

98   Smart Growth America. *Recent Lessons from the Stimulus: Transportation Funding and Job Creation*. 2011. www. smartgrowthamerica.org/2011/02/04/new-report-reveals-smart-transportation-spending-creates-jobs-grows-the-economy.

99   Good Jobs First. *The Jobs are Back in Town: Urban Smart Growth and Construction Employment*. 2003. www.goodjobsfirst.org/sites/ default/files/docs/pdf/backintown.pdf.

100   Michigan Land Use Leadership Council. *Michigan's Land, Michigan's Future*. 2003. www.peopleandland.org/Learn_More_Documents/ MLULC-FINAL_REPORT_0803.pdf.

101   The City of Indianapolis and Marion County. Mayor's Abandoned Housing Initiative Press Releases. 2008. www.indy.gov/eGov/City/ DMD/Abandoned/Pages/press.aspx.

102   Genesee County Land Bank. Genesee County Land Bank. www.thelandbank.org. Accessed 2011.

103   City of Cleveland. Housing and Home Improvement Building/Maintaining. portal.cleveland-oh.gov/portal/ page/portal/CityofCleveland/Home/Community/ HousingandHomeImprovement/BuildingMaintaining. Accessed 2011.

104   City of Cleveland. Division of Neighborhood Services. portal. cleveland-oh.gov/portal/page/portal/CityofCleveland/Home/ Community/HousingandHomeImprovement/BuildingMaintaining. Accessed 2011.

Some communities are exploring interim uses of vacant properties to remove blight and safety hazards and allow residents to use the space until there is a market for new residential or commercial development. For example, some municipalities encourage resident groups to create community gardens or parks. Others are simply "greening" or landscaping vacant lots. Over the past 10 years, the Pennsylvania Horticultural Society has worked with the city of Philadelphia and community organizations to green nine million square feet of vacant land by adding fences, cleaning up, mowing, and planting trees and shrubs. Work crews are made up of neighborhood residents who receive training in landscaping so they can develop marketable skills.[105]

Whether the community is targeting green space, gardens, building renovations, or new construction, planners can remove barriers to redevelopment that exist in zoning and building codes, provide incentives for infill development such as streamlined project approval and reduced impact fees, and make sure that proposed uses are permitted. Additionally, local governments can use code enforcement to encourage

Community members clean up and build a fence on a vacant lot in Philadelphia, Pennsylvania. The workers received landscaping training through the Pennsylvania Horticultural Society's Community LandCare program. *Photo courtesy of Pennsylvania Horticultural Society.*

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105 Pennsylvania Horticultural Society. Community LandCare. www. pennsylvaniahorticulturalsociety.org/phlgreen/vacant-CLC.html. Accessed 2011.

demolition and redevelopment of unsafe and unsightly buildings that are beyond repair.

Redevelop Commercial Corridors

Around the country, many commercial corridors are aging and blighted by run-down strip malls, abandoned gas stations, and other vacant properties. Despite this disinvestment, these corridors serve as important transportation routes and shopping destinations and are well-positioned for redevelopment as safe, convenient, and vibrant thoroughfares. Revitalizing commercial corridors can enhance the customer base of existing businesses, create new jobs and business opportunities for residents, and improve the safety and convenience of economical transportation options such as walking, bicycling, and public transit.

Effective corridor redevelopment calls for restructuring the land use pattern along the corridor and redesigning the street. To create a more attractive, pedestrian-friendly land use pattern, local governments can use zoning tools such as mixed-use ordinances that put homes, shops, and workplaces close together and reduced setback requirements that bring buildings closer to the street. Municipalities can make streets more welcoming and safer for pedestrians and bicyclists with narrower traffic lanes that slow traffic, space for bike lanes and on-street parking, expanded sidewalks with street furniture and landscaping, and improved street crossings. The green streets and complete streets strategies described previously can also help make streets safer and more inviting for all users. If public transit exists along the corridor, the local transit agency can consider upgrading service in areas targeted for redevelopment. Any transit improvements should include safe access for pedestrians.

Public investment along targeted commercial corridors is critical for revitalization. Municipal street and sidewalk improvements, lighting, trees and greenery, and other basic amenities set the stage for redevelopment and can attract additional public, private, and nonprofit investment. Municipalities can also offer

Public investment along targeted commercial corridors is critical for revitalization. Municipal street and sidewalk improvements, lighting, trees and greenery, and other basic amenities set the stage for redevelopment and can attract additional public, private, and nonprofit investment.

The American Indian Cultural Corridor builds on the unique history of American Indian people in Minneapolis, Minnesota, to create a vibrant destination with culturally inspired public spaces and art, educational and employment opportunities for local residents, and Indian-owned businesses such as the All My Relations fine arts gallery. *Photo courtesy of the Native American Community Development Institute.*

incentives for redevelopment through relatively low-cost programs such as grants to local businesses for façade improvements that make the corridor more attractive. Because commercial corridors are comprised of many individually owned parcels, local governments can promote revitalization by building relationships with business owners, chambers of commerce, and other business associations and communicating the benefits of corridor improvements to them.

One example of corridor revitalization on a large scale is the Grand Boulevard Initiative. This coalition of 19 cities, counties, regional agencies, businesses, labor groups, and developers is working to improve California's El Camino Real, a 600-mile historic highway. Partners are

collaborating to implement zoning that targets housing and job growth around transit stations and key intersections, encourage mixed-use development with a range of housing and business opportunities, create a pedestrian-friendly environment with continuous sidewalks and good lighting, reserve traffic lanes for buses, and provide incentives to attract private development and investment along the corridor.[106]

Viewing commercial corridors in the context of their broader neighborhoods can help ensure that new businesses have the customer base necessary for lasting revitalization. The Pennsylvania Department of Community and Economic Development's Elm Street Program funded joint planning, technical assistance, and physical improvements for commercial corridors and adjoining residential neighborhoods dealing with high rates of crime, poverty, unemployment, and blight. This approach helped increase local businesses' responsiveness to neighbors' needs and, in turn, profitability.[107]

Specially designed bike racks strengthen the character of Minneapolis' American Indian Cultural Corridor and encourage residents and visitors to get around by bicycle by giving them safe places to lock their bikes. *Photo courtesy of the Native American Community Development Institute.*

106 Grand Boulevard Initiative. Grand Boulevard Initiative. www.grandboulevard.net. Accessed 2011.
107 Pennsylvania Department of Community and Economic Development. Elm Street Program. www.newpa.org. Accessed 2012. The program has been consolidated into the Keystone Communities Program.

Case Study:
Restoring a Cultural Business Corridor
New Orleans, Louisiana

After the devastation of Hurricane Katrina in 2005, residents of New Orleans' largest Vietnamese-American community came together to rebuild their lives and neighborhoods with the help of the Mary Queen of Vietnam Community Development Corporation (MQVN CDC). Among their many accomplishments, the residents and MQVN CDC revitalized a main business corridor that preserved local jobs and restored the community's distinctive culture.

Located in the Ninth Ward, the Village de L'Est (known locally as Versailles) had 7,000 residents before Katrina. The community had its roots in the Vietnamese refugee resettlement that began in the 1970s. As in Vietnam, the church is the center of the community's religious and social life. During Katrina, the Mary Queen of Vietnam Church organized evacuations, connected residents who were displaced around the country, and helped bring people home. By spring 2007, over 90 percent of the Vietnamese-American residents had returned to Versailles.

The MQVN CDC, established in 2006, helped the community create a vision for rebuilding Versailles through public meetings, focus groups, surveys, interviews, and design charrettes. Responding to the needs identified through this input, MQVN CDC began planning a cultural district called Viet Village. The community wanted to build a business corridor and create a strong sense of place based on Vietnamese culture. "Our overall goal after Hurricane Katrina was to rebuild and get the businesses to come back," says Tuan Nguyen, deputy director of MQVN CDC.

The resulting business development plan included four strategies for revitalizing the community's economic corridor and creating the cultural district. The Viet Village Collective Marketing Campaign created an area directory, map, resource guide, signage, and banners to attract customers. The Façade Improvement Program constructed business plazas and new façades for old buildings. The Technical Assistance Program delivered workshops on marketing and

The Mary Queen of Vietnam Community Development Corporation's Façade Improvement Program supported the construction of business plazas and new façades for local establishments. *Photo courtesy of Mary Queen of Vietnam Community Development Corporation.*

accounting to small business owners. The Viet Village Streetscape Project created a culturally inspired streetscape design and obtained $400,000 from the city of New Orleans for implementation. Altogether, the MQVN CDC has helped business owners obtain over $2 million in capital to rebuild or expand their businesses.

"It was a beautiful plan where the city took every opinion and suggestion that community members made into consideration," says Mr. Nguyen. "Community members even chose what type of trees will be planted. This is the first time that the city had ever done a project like this in Village de L'Est."

MQVN CDC partnered with many organizations, including the city government, the University of New Orleans, the Massachusetts Institute of Technology, and ASI Federal Credit Union. Louisiana Economic Development, the Louisiana Disaster Recovery Foundation, and the city of New Orleans provided funding.

As a result of these partnerships, the business corridor attracted further investment, and the benefits are felt throughout Versailles. "Our food and what we offer out here is unique in the Gulf Coast," says Mr. Nguyen. "We want to open up the Viet Village and take it to a whole new level in order to serve not only Vietnamese-Americans, but all of New Orleans."[108]

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108 For references, see page 76.

Provide Housing Choices

Affordable, healthy, high-quality housing is one of the basic elements of a sustainable community. It is important to provide decent homes in safe neighborhoods, convenient to jobs, good schools, and daily necessities for people of all income levels, family sizes, and stages of life. Having a variety of housing price points and types, including rental apartments, townhouses, and large and small single-family homes, can ensure that everyone—from a young person living on her own for the first time, to a working family, to a retired couple—can find an affordable place to live. Achieving this range of choices might require affordable housing preservation or new construction, two broad strategies that are described in this section, or a combination of both. Developers, local governments, and community development corporations are key partners in these strategies.

Planning ahead to provide housing choices before property values rise is central to minimizing displacement. Setting land aside early for affordable housing, building new homes at a range of price points, and making sure existing and new affordable homes remain affordable over time can enable low-income residents to stay in their neighborhoods if property values rise. Green building techniques can also reduce housing costs, as described earlier in this chapter.

Where homes are located and how they are connected to the rest of the community and region have important implications for affordability. A unit built in an outlying area far from employment centers might be called affordable, but it increases transportation costs for residents and isolates them socially, economically, and geographically. Truly affordable housing is convenient to job opportunities and other amenities and services, and provides access to public transit and safe options for walking and bicycling. Homes should also be separated or buffered from land uses that could impact residents' health.

Municipalities also need to consider the vulnerability of affordable homes to natural

Housing choice is critical to reducing health, economic, and quality of life disparities among communities and building thriving regions.

With its mixture of new rental and for-sale housing at all income levels, Seattle's NewHolly neighborhood is transitioning from an isolated enclave of poverty to a vibrant, successful community.
Photo courtesy of Seattle Housing Authority.

hazards such as flooding or wildfires, to what extent those hazards might worsen with climate change, and how they will respond if a natural disaster damages or destroys the homes. These considerations might change whether a community decides to renovate existing buildings or build new homes in a safer, but still well-connected, location.

Housing choice is critical to reducing health, economic, and quality of life disparities among communities and building thriving regions. When people of all income levels can afford to live near their jobs, their commutes are shorter, resulting in lower transportation costs, cleaner air, and higher quality of life. Providing homes that teachers, retail workers, public safety personnel, and other moderate- and low-income earners can afford ensures that a strong workforce is available to fill essential jobs. Offering a range of housing price points and sizes allows young people to find homes in their hometowns and older people to stay in their communities as they age. Just as important, inclusive communities with residents of all ages, races, incomes, and ethnicities are

richer places for people to live and raise their families.

Preserve Affordable Housing

The National Housing Trust estimates that for every affordable apartment built, two are lost to deterioration, abandonment, or conversion to more expensive housing.[109] Preserving existing affordable housing is essential to stabilizing populations in low-income and overburdened communities. Existing affordable housing is often located near jobs, public transportation, and other services and amenities. Retaining affordable housing in areas that are revitalizing helps ensure that low-income families have access to new opportunities and quality of life benefits. Using this approach in struggling neighborhoods can catalyze investment and development. In addition, preserving and rehabilitating affordable housing is much less costly than building new affordable units.

Communities have used an array of tools to preserve affordable housing. For example, deed restrictions allow an individual to buy a home for less than market value and sell it later below market value to keep it affordable for future buyers. Community land trusts administer deed restrictions and purchase and retain land for new affordable housing. Because land trusts typically maintain possession of the land while the buyer purchases the building, the home price remains stable without the inflationary pressure from rising land values.

Housing trust funds are another tool city, county, and state governments use to provide a consistent source of funding for affordable housing initiatives, including repairs, renovations, and new construction. These trusts are created by state legislation and municipal ordinances. More than 625 city and county housing trusts operate in 40 states, generating more than $1 billion a year for affordable housing.[110] The revenue for trust funds can come from a variety of sources,

In Denver, Colorado's historic and diverse La Alma/Lincoln Park neighborhood—now known as the Mariposa District—existing affordable housing is being preserved while new middle-income and market-rate homes are being added, for a total of about 800 housing units where only 270 existed before. This affordable senior housing complex features a mural by a local artist. *Photo courtesy of EPA.*

including real estate taxes and fees, fees paid by developers, tax increment funds, and interest from government funds.

Other housing preservation tools include rehabilitation assistance and code enforcement. Keeping roofs, plumbing, and electrical systems in good repair can help homeowners, especially elderly residents, remain in their homes. Well-maintained housing is also at less risk of being purchased by speculators at bargain prices. Municipalities and community-based organizations can offer low-income property owners grants for rehabilitation, hands-on assistance, and education to help them comply with codes.

Federal agencies, particularly HUD, provide considerable support for affordable housing. The federal Low-Income Housing Tax Credit, described in the next section on creating new affordable housing, allows an owner or developer to claim a federal tax credit equal to a percentage of the cost incurred to rehabilitate low-income rental units. HUD provides grants, loans, and mortgage insurance for affordable housing rehabilitation as well as new construction. In rural areas, the U.S. Department of Agriculture's Rural

109 National Housing Trust. Affordable Housing Preservation FAQs. www.nhtinc.org/preservation_faq.php. Accessed 2011.

110 Center for Community Change. Housing Trust Fund. www.communitychange.org/page/housing-trust-fund. Accessed 2011.

Development programs provide loans, grants, and loan guarantees for affordable housing improvements and construction.[111]

Create New Affordable Housing

Building new affordable housing is another way to expand housing choices for low- and moderate-income households, and is important not only in neighborhoods with sizeable low-income populations, but also in more affluent communities currently lacking housing opportunities for low-income earners, young people, and seniors. Three important tools to facilitate affordable housing development are inclusionary zoning, updated land use regulations, and Low-Income Housing Tax Credits.

Municipalities can use inclusionary zoning to require that a certain percentage of new housing be affordable to low- or moderate-income households. In exchange, they can offer developers special allowances such as fast-track permitting or permission to build more units on a site than zoning would typically allow. Montgomery County, Maryland adopted one of the first inclusionary zoning programs in the country in 1974. Its Moderately Priced Housing law requires that 12.5 to 15 percent of the units in large new developments be moderately priced and that 40 percent of those units be offered to the county and nonprofit housing agencies for low- and moderate-income families.[112] The program has produced more than 10,000 affordable units.[113] Washington, D.C.'s inclusionary zoning program mandates affordable set-asides of 8 to 10 percent of new residential construction, or 50 to 75 percent of the additional units the developer is allowed to build in exchange for creating affordable housing, whichever is greater.[114]

The city of Santa Cruz, California's Accessory Dwelling Unit Development Program makes it easier for homeowners to create accessory units by converting garages or building separate structures. These accessory units create more affordable housing options, allow homeowners to earn extra money by renting them out, and can provide a place where young adults or elderly parents can live near their families yet still have privacy and independence. *Photo courtesy of City of Santa Cruz Department of Housing and Community Development.*

Local governments can update other land use regulations to encourage the construction of affordable housing. Many codes and ordinances prevent or inhibit developers from building lower-cost housing. Regulations prohibiting multifamily and accessory units[115] and requiring minimums for lot sizes, setbacks from the road, building square footage, and parking can drive up the cost of land acquisition and housing production. In contrast, reducing the land area required for construction, reducing or eliminating setback requirements, and making parking requirements more flexible significantly lower costs for developers and consumers. Reduced square footage requirements and accessory units provide options for lower-income and smaller households. Accessory units—particularly suited to suburban and rural contexts—can also house aging family members or bring in rental income

111 U.S. Department of Agriculture Rural Development. Housing and Community Assistance. www.rurdev.usda.gov/LP_Subject_HousingAndCommunityAssistance.html. Accessed 2012.

112 Montgomery County Department of Housing and Community Affairs. Moderately Priced Dwelling Unit Program. www.montgomerycountymd.gov/dhctmpl.asp?url=/content/dhca/housing/housing_p/mpdu/Summary_new.asp. Accessed 2011.

113 Smart Growth America. Social Equity. www.smartgrowthamerica.org/socialequity.html. Accessed 2011.

114 District of Columbia Department of Housing and Community Development. Inclusionary Zoning Affordable Housing Program.

    dhcd.dc.gov/service/inclusionary-zoning-affordable-housing-program. Accessed 2011.

115 Accessory units—also referred to as accessory apartments, second units, or granny flats—are additional living quarters on single-family lots that are independent of the primary dwelling unit. For more information, see U.S. Department of Housing and Urban Development, "Accessory Dwelling Units: Case Study" at www.huduser.org/portal/publications/adu.pdf.

for homeowners. In small town settings, mixed-use zoning ordinances that allow apartments above shops can increase affordable options.

Communities can use the Low-Income Housing Tax Credit to finance new affordable rental housing and to support affordable housing rehabilitation and preservation. Tax credits go to developers of qualified projects, who can then sell these credits to investors to raise capital for projects, reducing the money that the developer would otherwise have to borrow. With less debt, the developer can offer lower rents.[116]

Affordable housing developers face several challenges despite the many tools at their disposal. One of the biggest challenges is finding available and affordable land, particularly in neighborhoods where land values are appreciating quickly. Before investments in a neighborhood drive land prices up, it is important for community and government stakeholders to identify locations for affordable housing and acquire property. Other challenges include gaining political support among local officials, which can be overcome with engagement by community members and affordable housing advocates. It can also be difficult to ensure that affordable housing remains affordable over time. This can be accomplished using deed restrictions and other affordable housing preservation strategies discussed above.

Community development corporations are important leaders in the creation of new affordable housing. The Umpqua Community Development Corporation worked with the state of Oregon, the city of Roseburg, and the Local Initiatives Support Corporation to convert a former hotel in downtown Roseburg into a mixed-use development with retail on the ground floor and 37 housing units upstairs. With $3.2 million generated from Low-Income Housing Tax Credits, $1 million from historic rehabilitation tax credits, and other funding, Umpqua ensured that 33 of those units are affordable to very low- and

Silver Gardens Apartments is a 66-unit affordable housing development located on a reclaimed brownfield site across the street the main transit hub in downtown Albuquerque, New Mexico. *Photos courtesy of Patrick Coulie.*

moderate-income residents. In addition, several of the units provide housing for women from the Safe Haven Maternity Home.[117]

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116 U.S. Department of Housing and Urban Development. How Do Housing Tax Credits Work? www.hud.gov/offices/cpd/ affordablehousing/training/web/lihtc/basics/work.cfm. Accessed 2011.

117 Kimura, Donna. "Hotel project provides housing while rescuing city's past." *Affordable Housing Finance.* August 2005. www. housingfinance.com/ahf/articles/2005/august/032_AHF_12-3.htm.

Case Study:
Bringing Transit Service and Affordable
Housing to a Community in Need
Boston, Massachusetts

Boston's Fairmount Line, a commuter rail, runs through underserved and densely populated communities in Dorchester, Mattapan, and Hyde Park. For decades, many residents living along the line could see the train from their windows, but it did not stop in their neighborhoods and the nearest stations were well beyond walking distance.

"For residents of neighborhoods such as Four Corners in Dorchester, who currently bear the burden of hosting a diesel rail line without the benefit of service, the Fairmount Line is a textbook example of environmental injustice," says Noah Berger, the program manager at the Federal Transit Administration. Most residents of the communities bordering the Fairmount Line are African-American or Latino, and about half of the households earn less than $25,000 per year. Because 30 percent of them do not own a car, residents use public transit four times more than the regional average. The communities also have many vacant properties and brownfields, a problem made worse by a rise in foreclosures since the mid-2000s. In 2009, nearly 70 percent of Boston's foreclosures were in Dorchester and Mattapan.

In response to these challenges, four community development corporations (CDCs) representing Dorchester Bay, Codman Square, Southwest Boston, and Mattapan came together to form the Fairmount/Indigo Line Collaborative. They also joined the Greater Four Corners Action Coalition's transit equity campaign to advocate for new service and transit-oriented development along the nine-mile rail corridor. The commonwealth of Massachusetts, the city of Boston, and federal agencies have committed nearly $200 million to construct four new stations as well as affordable housing, office buildings, and a greenway to better serve the residents and reinvigorate their neighborhoods.

"We are working with residents to plan and create new urban villages along the line with mixed-use developments that include affordable housing and commercial uses," says Gail Latimore, executive director of the Codman Square Neighborhood Development Corporation. "The Fairmount work is a catalyst for economic revitalization of our communities. While we have a lot more work to do, we are well on our way to transforming our neighborhoods and are serving as a national model for responsive community development."

The Fairmount/Indigo Line Collaborative partnered with Boston's Department of Neighborhood Development to develop a vision of how transit could improve access and mobility and catalyze economic and social renewal. The coalition wanted the Fairmount train service to operate as part of the city's subway network under the name the "Indigo Line." They engaged a broad coalition of residents, community organizations, academic institutions, and foundations. Collaborative representatives found common ground among diverse neighborhood interests on shared goals.

The collaborative was especially concerned that speculative property transactions and rising land values around the new stations would drive up the cost of living for current residents and push them out of the neighborhood. As a result, the plans for transit-oriented development focused on creating and preserving affordable housing. The CDCs are purchasing and rehabilitating foreclosed homes and acquiring, cleaning up, and reusing brownfield sites and other vacant and abandoned properties for housing development.

The area around Uphams Corner, a station on the Fairmount Line in Dorchester, before the station renovation *(above)*, and a rendering showing the planned redevelopment around the station *(below). Photo and rendering courtesy of Fairmount Collaborative.*

To further support opportunities for affordable housing and equitable development, the Partnership for Sustainable Communities provided technical assistance to the collaborative. The Partnership is a joint effort of HUD, the U.S. Department of Transportation (DOT), and EPA to coordinate federal housing, transportation, water, and other infrastructure investments to make neighborhoods more prosperous, allow people to live closer to jobs, save households time and money, and reduce pollution. The Partnership helped create a comprehensive inventory of more than 150 sites near the rail line and a site prioritization tool to identify opportunities to develop housing, retail, and green space. The Partnership also supported the refinement of a design concept for a brownfield located close to the recently refurbished Morton Street station that will include affordable housing and commercial space.

The Federal Transit Administration contributed over $135 million to support four new stations and the renovation of two existing stations. HUD provided over $50 million through Community Development Block Grants; the HOME Investment Partnerships Program; and Section 202 for public housing, new housing, and rental subsidies. EPA dedicated $720,000 to clean up more than 30 brownfield sites within a half-mile of the new and renovated stations and will provide technical assistance to a Green Jobs Incubator on a former brownfield. Other funders include the Massachusetts Department of Housing and Community Development, Massachusetts Housing Partnership, the Local Initiatives Support Corporation, and several local and national foundations.

The four new stations are expected to open by 2013. The Fairmount/Indigo Line Collaborative expects to create 1,200 new affordable homes near these stations. The collaborative also estimates that the new stations will attract over 780,000 square feet of new retail space with the potential to generate more than 1,300 new jobs. Additionally, the collaborative plans to develop a six-mile green corridor, which will include playgrounds, orchards, parks, a pedestrian and bicycle path, community gardens, and open space.

"We are working with residents to plan and create new urban villages along the line with mixed-use developments that include affordable housing and commercial uses," says Gail Latimore, executive director of the Codman Square Neighborhood Development Corporation. "The Fairmount work is a catalyst for economic revitalization of our communities. While we have a lot more work to do, we are well on our way to transforming our neighborhoods and are serving as a national model for responsive community development."[118]

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118 For references, see page 76.

Provide Transportation Options

For many low-income and overburdened communities, public transit, bicycle, and pedestrian networks are critical links to the regional employment and educational opportunities that can help residents improve their lives. Transportation options such as reliable bus and rail systems and well-connected sidewalks and bike paths make it possible for people to reach a job in the suburbs, their doctor's office across town, or the grocery store around the corner safely and conveniently, even if they do not drive a car.

Expanding transportation choices can also save people money. Families living near public transit can own fewer cars—or no cars—and drive them less, which can mean significant savings on gas and maintenance costs. As noted in Chapter 2, the average American family spends roughly 18 percent of household income on transportation and very low-income households can spend 55 percent or more, while households with access to good transit service spend only 9 percent.[119]

Providing transportation options can also help create jobs. Investments in public transit, bicycle, and pedestrian infrastructure create more jobs per dollar spent than building new roads.[120,121]

In addition, when people can walk, bike, or take public transit, physical activity becomes part of their daily routines, which can keep them healthier. Well-designed streets with sidewalks, bike lanes, safe crossing points, and good lighting reduce the risk of being hit by a car. Providing alternatives to driving can also decrease pollution from motor vehicles, helping to protect air quality, reduce asthma and other illnesses that disproportionately impact low-income and minority communities, and mitigate climate change.

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119 Center for Transit-Oriented Development. *Mixed-Income Housing Near Transit*. 2009. www.reconnectingamerica.org/public/display_asset/091030ra201mixedhousefinal.

120 Smart Growth America. *Recent Lessons from the Stimulus: Transportation Funding and Job Creation*. 2011. www.smartgrowthamerica.org/2011/02/04/new-report-reveals-smart-transportation-spending-creates-jobs-grows-the-economy.

121 Garrett-Peltier, Heidi. *Pedestrian and Bicycle Infrastructure: A National Study of Employment Impacts*. Political Economy Research Institute, University of Massachusetts, Amherst. 2011.

Transportation options such as reliable bus and rail systems and well-connected sidewalks and bike paths make it possible for people to reach a job in the suburbs, their doctor's office across town, or the grocery store around the corner safely and conveniently, even if they do not drive a car.

Public transit, bicycle, and pedestrian networks can connect low-income residents to jobs and educational opportunities, save money on transportation, and help to integrate physical activity into peoples' daily routines. *Photo courtesy of EPA.*

This section presents three broad approaches that expand the transportation choices available to low-income and overburdened communities: providing access to public transit; designing safe streets for all users; and implementing equitable, transit-oriented development. Different strategies will be appropriate depending on the scale of the community. For instance, a rural community might not have enough population to support a fixed-route bus system, but residents could benefit from demand-responsive public transit and safely designed streets with sidewalks.

Coordinating the implementation of these transportation strategies with neighborhood planning can result in more accessible amenities and services and more viable transportation options. When homes, offices, stores, and civic

buildings are located near public transit and close to each other, it is convenient to walk, bicycle, and take the bus or train. Planners can ensure that land use policies and regulations support compact, mixed-use development, including affordable housing, near transit and walking and bicycling routes. It might also be necessary to address safety and crime concerns before residents feel comfortable walking, bicycling, or using public transportation. Along with police enforcement, clustering destinations close to transit stops and increasing the number of eyes on the street can improve neighborhood safety.

Provide Access to Public Transportation

Public transportation is especially critical for low-income people, older adults, youth, and individuals with disabilities who might not have other ways of getting around. Transportation planners can engage these groups to ensure that transit routes and service hours meet their needs.

Many public transportation trips are made up of multiple legs on different forms of transit such as regional rail and local bus. Linking public transportation options at transportation hubs and coordinating schedules between transit providers can increase accessibility and

The Tempe, Arizona Transportation Center combines the downtown light-rail stop, the main city bus station, and the state's first "bike station," which offers secure on-site storage and repairs, into one facility.
Photo courtesy of City of Tempe and Architekton + Otak.

convenience. In rural communities, demand-responsive transit service, which operates on flexible routes and schedules according to passenger needs, can be a successful approach. In urban, suburban, and rural places, coordinating traditional public transit and transportation provided by social service agencies can further expand transportation options for customers.

Municipalities can make access to public transportation easier and safer through thoughtful design of transit stops and surrounding streets. Waiting areas should be safe, well lit, and clearly marked. They should be easy and safe for patrons to reach on foot and by bicycle via sidewalks, bike paths, and crosswalks. Transit agencies can educate the public about their transportation options by translating schedules and brochures into local languages and placing these guides in schools, churches, businesses, and other community destinations.

The La Jolla Band of Luiseño Indians in southern California is working with the San Diego Association of Governments and the nonprofit Walk San Diego to evaluate ways of increasing access to bus stops while encouraging physical activity. Potential strategies include marking stops more clearly, calming traffic, and protecting the trails and roadside paths that lead to the stops from fast-moving vehicles using logs, rocks, and other natural barriers obtained from the surrounding landscape.[122]

Planners can consider the equity and health outcomes of transit investments at the beginning of the decision-making process using tools such as environmental and social impact analyses. They can also create accountability measures or indicators to ensure that transportation projects meet equity and health objectives. A common approach is to calculate transportation benefits by income group. Specific metrics can include average travel time for various types of trips, the number of jobs that are accessible within a given travel time, and average distance to the nearest transit stop, all analyzed for a range of income

122 Walk San Diego. *Active Transportation Assessment for the La Jolla Band of Luiseño Indians.* 2012.

groups.[123] These metrics can be monitored over time to ensure that transit investments continue to serve transit-dependent populations.

Much of the funding for public transportation is distributed directly to transit agencies, which then decide how to spend it. However, transit agency boards often include one representative for each jurisdiction served—usually multiple suburban towns and one city—instead of basing representation on population. This can result in more investment in outlying areas and less funding for urban cores where transit-dependent groups often live and where population densities generally better support the provision of transit service.

To advocate for the equitable distribution of funding, residents can participate in riders' councils and other advisory groups that make recommendations to transit agencies and engage the public. In 2010, the city of Seattle created a citizen transportation advisory committee to advise the mayor and city council on transportation priorities. The committee includes representatives from diverse communities as well as equity and social justice advocates.[124] Nonprofit organizations can also conduct community assessments to uncover information about specific transportation needs that can inform agency decisions, as described previously.

Implement Equitable Transit-Oriented Development

Transit-oriented development (TOD) is commonly defined as compact, mixed-use development within walking distance (usually half a mile) of a transit station. Residents of transit-oriented developments can choose to drive less because of their convenient access to public transportation and walkable streets. Equitable TOD offers a mix of housing choices affordable to people with a range of incomes. Providing affordable housing near transit can significantly lower combined housing and transportation costs, which can claim 55 to 60 percent of the household incomes of working families in major metropolitan areas.[125]

Equitable transit-oriented development uses many of the tools described earlier that create and preserve affordable housing, though some tools are particularly suited to station-area development. Because TOD residents are more likely to use transit, municipalities can reduce or eliminate minimum parking standards in TODs, which can decrease the costs of development and therefore the costs of building affordable housing. Greater building height or floor-area allowances—sometimes called density bonuses—

Denver residents help plan development around the Decatur-Federal station on the planned West Corridor light-rail line. *Photo courtesy of Denver Liability Partnership.*

123 U.S. Environmental Protection Agency. *Guide to Sustainable Transportation Performance Measures.* 2011. www.epa.gov/ smartgrowth/transpo_performance.htm.

124 Seattle Department of Transportation. Citizens Transportation Advisory Committee III. www.seattle.gov/transportation/ctac.htm. Accessed 2011.

125 Center for Housing Policy. *A Heavy Load: The Combined Housing and Transportation Burdens of Working Families.* 2006. www.cnt.org/ repository/heavy_load_10_06.pdf.

> **Municipalities can remove barriers to equitable TOD and reduce costs by waiving or reducing impact fees, expediting permitting approvals, or donating publicly owned land.**

Fruitvale Village provides shopping, mixed-income housing, office space, a clinic, a library, and a senior center on a former parking lot at the entrance to the Fruitvale Bay Area Rapid Transit station. *Photo Courtesy of The Unity Council.*

can accomplish similar objectives and work well near transit stations, where communities typically want more development. Land banking is another viable tool. Public and nonprofit entities can acquire land for affordable housing near transit early when prices are lower and hold it in a land bank until the time is right for redevelopment. When a private developer is interested in building, land bank authorities transfer the land to the developer with conditions guiding how it will be developed—for example, as mixed-income housing.

The Denver Livability Partnership, with support from a HUD Community Challenge Planning Grant and a DOT Transportation Investment Generating Economic Recovery (TIGER) II Planning Grant, is working to ensure that people in all income brackets benefit from the city's planned West Corridor light rail line. In anticipation of rising land prices, the Urban Land Conservancy, a member of the Denver Livability Partnership, purchased a two-acre parcel along the line on which an 80-unit affordable housing development, a library, and other facilities will be built.[126] The partnership also created a Housing Development Assistance Fund, awarding $750,000 grants to the Urban Land Conservancy and the Denver Housing Authority for planning and predevelopment expenses associated with developing affordable housing near the light rail line. These grants ensure that the costs of developing transit-accessible housing are not passed on to renters or buyers.[127] The Denver Livability Partnership's plans will more than double the number of affordable homes near West Corridor transit stations from 1,400 to 3,000 units, building a foundation for

inclusive communities that are linked to regional opportunities.[128]

Transit-oriented development will not necessarily be affordable without careful planning by the municipality and involvement from the community. Developing in transit-accessible infill locations can be more time-consuming, difficult, and expensive than conventional development, so housing there is often built for the high end of the market. Municipalities can remove barriers to equitable TOD and reduce costs by waiving or reducing impact fees, expediting permitting approvals, or donating publicly owned land. Additionally, collaboration among local planners, metropolitan planning organizations, community development corporations, and developers can increase the likelihood of achieving development that meets community goals.

126 Cohen, Elisa. "West side partnerships forming." *North Denver Tribune.* June 1, 2011. www.fresc.org/west-side-partnerships-forming.

127 City of Denver. Transit-Oriented Development: Denver Livability Partnership. denvergov.org/tod/DenverLivabilityPartnership/tabid/438465/Default.aspx. Accessed 2011.

128 City of Denver. *HUD/DOT Grant Fact Sheet.* 2010. www.denvergov.org/Portals/193/documents/TOD%20SIP/HUD%20Award%20Fact%20Sheet-City%20and%20County%20of%20Denver%20Community%20Planning%20and%20Development.pdf.

Case Study:
Equitable Transit-Oriented Development
Chicago, Illinois

Since 1979, Bethel New Life, a faith-based community development corporation, has catalyzed redevelopment in the underserved West Garfield and Austin neighborhoods of Chicago. In 1991, when the Chicago Transit Authority proposed closing the elevated train line that linked residents to jobs and services, Bethel formed a regional coalition to preserve transit service. Bethel eventually created a transit-oriented development plan that led to the construction of Bethel Center, a two-story, 23,000-square-foot community center on the leading edge of equitable development and green construction.

Located five miles west of downtown Chicago, the West Garfield and Austin neighborhoods are predominantly African-American. In 1966, Martin Luther King, Jr. made national headlines when he moved his family into a tenement apartment in this area to fight for civil rights in housing, transportation, and public education as part of the Chicago Freedom Movement. After a series of riots in the late 1960s, the community declined when businesses closed and banks redlined neighborhoods, cutting off investment. The city's decision to close the elevated Green Line train would have been another devastating blow. "We had to respond to the proposed closure because the train line is the only way people can get to work or visit their families," says Mary Nelson, founding president of Bethel New Life.

In 1992, Bethel formed the Lake Street El Coalition with other community groups, environmental organizations, and a few suburban townships and businesses. The coalition pressured local and federal officials to preserve transit service and kept their concerns in the public eye through press conferences, protests, and demonstrations. In particular, the coalition highlighted the disparities in federal spending on highways compared to public transit. After a series of hearings and meetings, the Chicago Transit Authority committed $380 million to repair the line. The Green Line's rehabilitation was completed in 1998.

Threatened with the loss of their transit station, the West Garfield and Austin neighborhoods worked with Bethel New Life to keep the station open and catalyze transit-oriented redevelopment with the Bethel Center as the anchor. *Photo courtesy of Farr Associates, photography by Ballogg Photography.*

The Bethel Center was built on a former brownfield, and its transit-accessible, walkable location allows residents to reach local and regional destinations conveniently and affordably. The development incorporates green building technology and features a green roof, photovoltaic cells, and recycled and non-toxic building materials. *Photo courtesy of Farr Associates, photography by Alan Shortall.*

After its victory, Bethel began to consider developing the areas around the transit station."We realized the stop was a neighborhood asset and that 2,500 to 3,000 people a day got on and off at the intersection of Lake Street and Pulaski Road," says Ms. Nelson. Bethel collaborated with residents, faith-based organizations, schools, public officials, and the Garfield Park Conservatory to create the Lake Pulaski Transit Village Plan. The plan proposed neighborhood revitalization strategies based on smart growth principles, such as compact building design, walkable neighborhoods, and access to public transportation. The residents also wanted a community center at the heart of the transit village.

For more than a decade, Bethel struggled to find funding to develop the community center on a site adjacent to the transit stop. The site had once hosted a gas station, whose leaking underground storage tanks had contaminated the groundwater and soils. Bethel was turned down by three banks unwilling to finance loans on land with environmental risks but was able to get public funding from the city of Chicago's Empowerment Zone, the state of Illinois, and the U.S. Department of Health and Human Services' Office of Community Services for predevelopment costs and small business development. The organization received additional funding from private foundations and corporations such as the Illinois Clean Energy Community Foundation and Commonwealth Edison. Bethel also used New Market Tax Credits, a program designed to make investment capital available to businesses in qualifying low-income communities. With public and private money in place to clean the site and construct the center, U.S. Bank came on board. Altogether, Bethel pieced together $4.9 million for site cleanup and the center's construction.

Completed in 2005, the Bethel Center is LEED Gold certified and a national model for green building. It houses six businesses, retail and financial services, affordable childcare, and an employment center that provides job counseling and job placement services. With assistance from faith-based financial services organization Thrivent Financial and a

Since its founding, Bethel New Life has helped bring $110 million of investment to Chicago's West Side, placed over 7,000 people in jobs, and developed over 1,000 units of affordable housing.

U.S. Department of Health and Human Services program that matches contributions to savings accounts, the Community Savings Center provides financial education and matched savings accounts for home purchases, small business starts, and educational advancement. Among the many honors it has received, Bethel Center won EPA's National Award for Smart Growth Achievement in 2006.

The Bethel Center creates a long-term economic anchor at the Lake Street and Pulaski Road intersection. "When doing community development, one of the most important things is creating a sense of an economic future," says Ms. Nelson. "The center also made the transit stop much more usable and convenient." Ridership at the stop has increased 25 percent since 2004. Bethel and other organizations have also worked to revitalize the surrounding area. The transit village now includes 36 affordable, energy-efficient homes within walking distance of the transit stop, parks, and stores. In addition to connecting residents to jobs throughout the region, the Bethel Center itself created about 100 new jobs.

Since its founding, Bethel New Life has helped bring $110 million of investment to Chicago's West Side, placed over 7,000 people in jobs, and developed over 1,000 units of affordable housing. Bethel has also become a national example of the role faith-based organizations can play inpromoting equitable community development.[129]

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129 For references, see page 77.
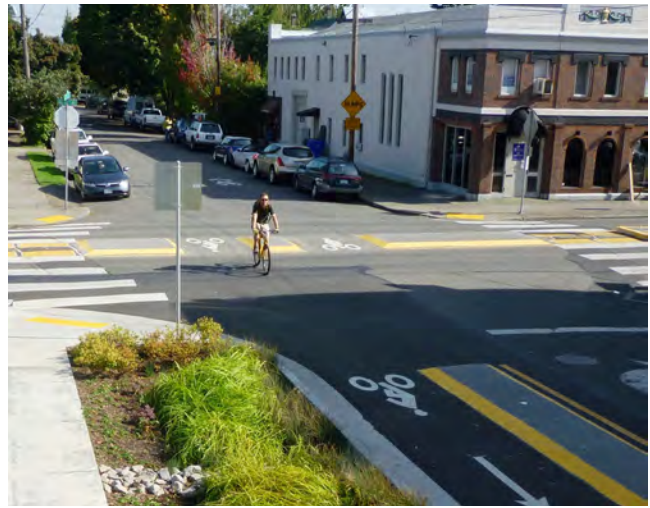
Design Safe Streets for All Users

Well-designed streets allow safe, comfortable travel for pedestrians, bicyclists, motorists, and public transit users of all ages and abilities. Also called "complete streets," they often provide sidewalks, bike lanes, median islands, pedestrian signals, bus lanes, and plenty of crossing opportunities. Complete streets strategies can be used with the pollution-reducing green streets approaches described previously.

Not only do safely-designed streets make it less dangerous and more appealing for people to walk, bike, and use transit, they also bring economic benefits to urban, suburban, and rural communities. Streets that are more pleasant to walk along bring more pedestrians to shopping districts, and more foot traffic means more customers. Traffic calming measures can also increase business because drivers are better able to see stores and more likely to stop and shop.

Many towns, cities, and states have adopted complete streets policies directing transportation agencies to design and build new and retrofitted roadways to enable safe access for all users. Because almost 20 percent of Kingston, New York's residents live below the poverty line and 44 percent of its children are overweight or at risk of becoming overweight, the city launched a complete streets initiative. City staff teamed up with the Robert Wood Johnson Foundation, the school district, the local Cooperative Extension branch, and community health and environmental organizations to create a Complete Streets Committee, conduct a "SWOT" (strengths, weaknesses, opportunities, and threats) analysis of local streets, and undertake a code audit to identify regulations that were hampering the city's ability to build complete streets.[130] Kingston passed a Complete Streets Policy Framework in 2010.[131] The framework describes approaches the city will use to advance complete streets and creates an advisory council to identify projects, select design options, and provide policy

At this Portland, Oregon, intersection, bike lanes, crosswalks, and traffic lanes have been safely integrated with rain gardens that filter polluted stormwater runoff.
Photo courtesy of Environmental Services, City of Portland, Oregon.

recommendations.[132] Since Kingston and other New York communities have initiated complete streets efforts, New York State passed a bill that requires complete streets approaches to be considered in the planning, design, construction, and rehabilitation of roadways that receive federal or state funding.[133]

To improve infrastructure on existing streets not slated for reconstruction, local governments can prioritize these projects in their transportation planning processes. Localities could get federal transportation funding for these improvements by working with their state departments of transportation.

Local governments can implement some street improvements with minimal cost. For example, changing the timing on a walk signal at an intersection costs almost nothing but makes the street safer for pedestrians by giving them more time to cross. Where the state owns roadways, municipalities need to work with state transportation agencies.

130 City of Kingston. Complete Streets Committee. www.kingston-ny.gov/content/120/2336/2344/default.aspx.

131 City of Kingston. A Healthy Kingston for Kids. www.kingston-ny.gov/content/120/2336/default.aspx.

132 City of Kingston. *City of Kingston Complete Streets Policy Framework.* 2010. www.kingston-ny.gov/filestorage/120/2336/2344/rs11090dg_cs_policy_adopted.pdf.

133 Seskin, Stefanie. "Excelsior! Complete Streets Will Be Law in New York." National Complete Streets Coalition. August 16, 2011. www.smartgrowthamerica.org/2011/08/16/excelsior-complete-streets-will-be-law-in-new-york/.

Improve Access to Opportunities and Daily Necessities

All residents, regardless of race, ethnicity, or economic status, should have access to the basic ingredients of healthy, productive lives. These include employment and educational opportunities; services such as health care, child care, and public transportation; and amenities such as safe streets, parks and recreational facilities, and grocery stores and other places to buy nutritious food.

This section includes strategies for improving access to key neighborhood destinations that help address the challenges facing many low-income, minority, and tribal communities. Diverse, community-centered schools can serve as anchors for surrounding neighborhoods and important amenities for children and families. Safe Routes to School programs improve children's health and well-being by enabling them to walk and bicycle to school. Incorporating nutritious food stores and green spaces into neighborhoods can help increase physical activity, reduce chronic disease, and provide other health benefits. The strategies in the earlier sections on housing, transportation, and strengthening existing communities are also important for creating access to opportunities and amenities.

This community health workshop in Detroit, Michigan, provided residents with basic health analyses and the opportunity to have private conversations with medical professionals. The workshop focused on health issues important to the community.
Photo courtesy of Lauren Cooper.

Promote Diverse, Community-Centered Schools

A community-centered school is located near the families it serves, is accessible via multiple modes of transportation, fits well with the neighborhood, and has a relatively small footprint. There are many benefits of community-centered schools for low-income and overburdened communities. Because community-centered schools are centrally located, students, parents, and faculty can get to them on foot, by bicycle, or via school bus, public transit, or driving. The availability of multiple transportation options can save families money. Children who walk or bike to school get regular exercise as part of their daily routines, and they can access playgrounds and school facilities after school, on the weekends, or during the summer, which encourages them to stay active in a safe environment. Children can spend more time playing and learning instead of sitting through long car or bus rides. Having a school nearby makes parent participation much more feasible for busy families, and parent involvement is linked to student performance.[134]

Centrally located schools can be community resources as well. Facilities can be used for events during non-school hours, such as adult classes, Boy and Girl Scout meetings, after-school sports, performing arts, and voting. Some schools offer health, dental, childcare, and employment services. To facilitate broader community use of school facilities like playgrounds, libraries, kitchens, and community gardens, joint use agreements can be created between schools and city recreation departments and other local government agencies, organizations like the Boys and Girls Clubs, and other community groups. This is particularly important in rural communities that might lack other public facilities.

Many communities contain schools, and preserving those schools can anchor neighborhood revitalization. Abandoning and

134 Hoover-Dempsey, Kathleen V. and Sandler, Howard M. "Parental Involvement in Children's Education: Why Does It Make a Difference?" *Teachers College Record*, 97(2): 310-331. 1995. www.vanderbilt.edu/peabody/family-school/papers/childrens_education.pdf.

The Moore Square Museums Magnet Middle School is situated in the heart of Raleigh, North Carolina's cultural and arts district, providing students with a unique educational opportunity that takes advantage of downtown institutions. Within walking distance of diverse neighborhoods and the Capital Area Transit bus center, the school has a socially and economically diverse student body and has helped strengthen and revitalize the surrounding area. *Photo courtesy of Wake County Public School System/City of Raleigh.*

demolishing schools in existing communities can result in decreased property values; in contrast, the presence of a local school raises property values and encourages more public and private investment in the neighborhood.[135] This in turn reinforces the tax base available to the schools. In newer communities that are building schools, it is important to site those schools so they are easy to access.

Various decision-makers influence where new schools are sited, whether existing ones are maintained or closed down, and how schools fit into the community. School districts have direct control over school siting decisions. Local governments decide where other community elements, such as housing, parks, and sidewalks, are located in relation to schools, and make long-term plans for surrounding neighborhoods. Collaboration between school districts and local planners can help link school siting decisions to development plans, create better connections between schools and adjacent neighborhoods,

promote the co-location and joint use of schools with other facilities, and better align comprehensive and school facility plans. States also influence where school facilities are located, often helping to fund school renovation, maintenance, and construction and providing siting and size guidelines. Municipalities can promote community-centered schools by working with state governments to remove minimum acreage requirements, which often call for large sites not typically available in existing neighborhoods; remove state funding biases that favor the construction of new buildings even if renovation is less expensive; and fund regular maintenance and repair, particularly of older school facilities in underserved communities.[136]

When promoting community-centered schools, decision-makers should consider potential air, soil, and water contamination. Uncontaminated sites that meet the educational, economic, and community goals discussed above are preferable. However, such sites can be hard to find in established communities, and school districts are often faced with choosing among sites that have some level of contamination from

Homes in Portland, Oregon's New Columbia neighborhood are close to amenities such as a grocery store, parks, the Rosa Parks Elementary School, community college classrooms, and a Boys and Girls Club. *Photo couresty of Housing Authority of Portland.*

135 National Trust for Historic Preservation. *Helping Johnny Walk to School.* 2010. www.preservationnation.org/information-center/saving-a-place/historic-schools/helping-johnny-walk-to-school.

136 National Trust for Historic Preservation. *Helping Johnny Walk to School.* 2010. www.preservationnation.org/information-center/saving-a-place/historic-schools/helping-johnny-walk-to-school.

prior uses or that are close to potential sources of contamination. It is possible to safely locate schools on those sites by carefully evaluating and addressing the environmental and public health risks and benefits. EPA has developed school siting guidelines to help local education agencies, states, and tribes identify and implement site-specific and community-wide exposure and risk reduction strategies.[137]

Community-centered schools can have unintended effects on school diversity. Few neighborhoods are representative of the racial, ethnic, or economic makeup of their community or school district as a whole. As a result, schools whose student populations come only from nearby neighborhoods might be more racially, ethnically, or economically homogeneous than those that draw from a larger geographic area. In other words, it might be difficult to have schools that are both diverse and close to residences. However, diversity, health, environmental protection, and community vibrancy are all important outcomes that school districts can aim to balance.

The long-term solution to this challenge is diverse, mixed-income communities where neighborhoods—and student bodies—reflect the broader population. In the shorter term, municipalities, school districts, and community-based organizations can explore other responses. For instance, school districts and land use planners can consider both proximity to the families served and the diversity of school populations when making decisions about school siting, rehabilitation, and closure. Planners and school officials can also work together to encourage neighborhood diversity near schools with development projects that provide mixed-income housing close to schools. In addition, school districts can promote diverse, community-centered schools by designing school attendance zones and assignment policies to support walkability and diversity.

Create Safe Routes to School

Safe Routes to School programs are efforts by parents, schools, community leaders, and local and state governments to improve the health and well-being of children by enabling and encouraging them to walk and bicycle to school.

In 2009, 13 percent of children 5 to 14 years of age walked or bicycled to school, compared with 48 percent of children in 1969.[138] Reduced physical activity rates are associated with obesity and chronic disease, problems that disproportionately affect low-income and minority children. When students are able to walk or bike to school, they are more likely to get the recommended 60 minutes of daily physical activity, which can help reduce childhood obesity and related health issues.

Relative to higher-income children, more low-income children do walk to school, some on busy streets with fast-moving traffic, no pedestrian paths, and dangerous street crossings.[139] Safe Routes to School approaches provide strategies low-income and minority communities can use to get more students walking and bicycling to school where it is safe and to improve conditions where it is not. These strategies include education,

Safe Routes to School programs can include education for students on safe bicycling and walking, such as this class in Phoenix, Arizona.
Photo courtesy of www.pedbikeimages.org / Mike Cynecki.

137 U.S. Environmental Protection Agency. *School Siting Guidelines.* 2011. www.epa.gov/schools/siting.

138 National Center for Safe Routes to School. The Decline of Walking and Bicycling. www.saferoutesinfo.org/guide/introduction/the_decline_of_walking_and_bicycling.cfm. Accessed 2011.

139 Safe Routes to School National Partnership. *Implementing Safe Routes to School in Low-Income Schools and Communities.* 2010. www.saferoutespartnership.org/lowincomeguide.

engineering, enforcement, and encouragement. Education programs teach students safety skills for walking and bicycling and teach motorists how to drive safely around pedestrians and bicyclists. Engineering projects improve sidewalks, crosswalks, signs, and signals to create safer places to walk or bike. Enforcement efforts increase awareness of laws protecting walkers and bicyclists and guiding driver behavior. Encouragement strategies such as contests and rewards help to create excitement around walking and biking.

Some elements of a Safe Routes to School program, such as Walk to School Days, signs, and painting crosswalks, cost very little money. Others, such as new sidewalk construction, require more funding. Safe Routes to School activities are eligible for DOT funding that is distributed to metropolitan planning organizations and state departments of transportation.

Communities are designing Safe Routes to School programs that meet their unique needs. For instance, crime or fear of crime inhibits walking and biking to school in some places. Other communities have cited obstacles like abandoned buildings and stray dogs. To address these issues, residents can organize safety patrols made up of older students, create school route maps, and coordinate "walking school buses" or "bicycle trains," which are groups of students accompanied by adults that walk or bicycle a pre-planned route to school.

The principal and teachers from Thomas Elementary School in Flagstaff, Arizona, worked with the municipal health and parks departments and local law enforcement to address safety issues in nearby Bushmaster Community Park, a hub for activities that threatened students' safety while walking to school. A local business donated office space for a police substation one-quarter mile from the park, and volunteers asked local businesses to stop offering the individually sold bottles of beer that contributed to many of the problems in the park. The community also began weekly walking school buses.[140]

Provide Access to Healthy Food

Many underserved neighborhoods lack sources of healthy, affordable food, a challenge linked to the high rates of diet-related diseases among low-income and minority populations.[141,142] A number of issues can contribute to these "food deserts," including supermarkets' perceptions that low-income neighborhoods are not profitable locations, an assumed lack of spending power among residents, a lack of viable sites, high land and development costs, and lengthy approval processes.[143]

However, economic research shows that low-income neighborhoods can have significant purchasing power and unmet demand.[144,145] Local planning and economic development agencies and community organizations are building on these findings by conducting their own market studies, removing barriers, and providing incentives to attract grocery stores into neighborhoods that need them. For example, planners and economic developers are identifying and assembling suitable land for grocery store sites, speeding project approvals, and offering workforce development programs to prepare local residents for food retail jobs. Others are using financing tools to attract retailers, including New Market Tax Credits and private bank loans as well as federal and state grants. In New York City, the East Harlem Abyssinian Triangle development organization and the Abyssinian Development Corporation secured public financing that attracted private money to bring a supermarket to a predominantly African-

140 Safe Routes to School National Partnership. *Implementing Safe Routes to School in Low-Income Schools and Communities.* 2010. www.saferoutespartnership.org/lowincomeguide.

141 U.S. Department of Health and Human Services. Obesity Data/Statistics. minorityhealth.hhs.gov/templates/browse. aspx?lvl=3&lvlid=550. Accessed 2010.

142 U.S. Department of Health and Human Services. Diabetes Data/Statistics. minorityhealth.hhs.gov/templates/browse. aspx?lvl=3&lvlid=62. Accessed 2010.

143 Change Lab Solutions. *Getting to Grocery: Tools for Attracting Healthy Food Retail to Underserved Neighborhoods.* 2012. changelabsolutions.org/publications/getting-grocery.

144 Porter, Michael. *The Competitive Advantage of the Inner City.* Harvard Business Review. May/June 1995. Porter estimated that America's inner cities had roughly $85 billion in annual purchasing power (or 7 percent of total retail spending). In many neighborhoods, more than 25 percent of demand for goods was not being met locally.

145 Miara, James. *Retail in Inner Cities.* Urban Land. January 2007. www.icic.org/ee_uploads/publications/Retail-in-Inner-Cities-ULI-ICIC-012007.pdf.

The North City Farmers' Market in Old North St. Louis provides free health screenings and healthy cooking demonstrations. *Photo courtesy of the City of St. Louis and the Old North St. Louis Restoration Group.*

The First Oriental Market in Philadelphia received a $500,000 loan from the Fresh Food Financing Initiative to help its owners purchase the property they had previously leased. *Photo courtesy of Pennsylvania Fresh Food Financing Initiative.*

American and Latino neighborhood in Harlem.[146] The supermarket agreed to give local residents at least 75 percent of the store's jobs. Since it opened in 1999, the store has met or exceeded industry averages for profitability.[147]

Corner markets and convenience stores can also be sources of healthy foods. These small retailers might already be operating in underserved communities, and new ones might be able to fit into existing neighborhoods without lengthy development processes. Local government agencies can help small retailers sell healthy foods by providing grants or loans for physical improvements or equipment such as shelving or refrigeration units; covering the costs of initial healthy food orders; and offering marketing assistance for advertising, signage, and community outreach.[148]

Retail stores are not the only potential outlets for fresh and healthy food. Nonprofit organizations can plant community gardens and start farmers' markets to bring produce from regional farms into neighborhoods. Another approach is community-supported agriculture, which allows residents to purchase shares from farmers at the beginning of a growing season in exchange for a portion of the crops. The farm either delivers directly to homes or distributes at a specific location in the neighborhood.

Local zoning and permitting regulations can prevent or slow the development of community gardens, farmers' markets, and mobile produce vending. Planners can remove regulatory barriers and ensure that zoning encourages sources of healthy food in neighborhoods that currently lack them.[149]

146 The Abyssinian Neighborhood Project won EPA's National Award for Smart Growth Achievement in 2007. For more information, see the U.S. Environmental Protection Agency, "2007 National Award for Smart Growth Achievement" at www.epa.gov/smartgrowth/awards/sg_awards_publication_2007.htm.

147 Flournoy, Rebecca. "Healthy Foods, Strong Communities." *Shelterforce Online.* National Housing Institute. 2006. www.nhi.org/online/issues/147/healthyfoods.html.

148 Healthy Corner Stores Network. *Healthy Corner Stores Q&A.* 2011. www.healthycornerstores.org/healthy-corner-stores-q-a.

149 Change Lab Solutions. *Zoning Talking Points.* 2012. changelabsolutions.org/publications/zoning-talking-points.

Some state and federal agencies provide resources to improve access to healthy food in low-income and minority communities. In 2004, the state of Pennsylvania, the nonprofit Food Trust, and The Reinvestment Fund, a community development financial institution (CDFI), created the Pennsylvania Fresh Food Financing Initiative.[150] They committed $150 million to increase the number of grocery stores and supermarkets in underserved, low-income urban neighborhoods and small towns.[151] The initiative provides grants and loans to qualified food retail enterprises for land acquisition financing, equipment financing, construction and permanent finance, workforce development, and other activities. As of 2011, the initiative has invested $192 million to develop 90 new stores, creating or preserving more than 5,000 jobs and improving access to healthy food for more than half a million people.[152]

The U.S. Department of Agriculture maintains the Food Environment Atlas, an online tool that allows users to identify food deserts.[153] The Healthy Food Financing Initiative, a partnership among the U.S. Departments of Treasury, Agriculture, and Health and Human Services, is working to expand the availability of nutritious food, including developing grocery stores, small retailers, corner stores, and farmers' markets and equipping them to sell healthy food.[154] In 2011, the Healthy Food

Financing Initiative awarded $25 million in grants through the Treasury Department's Community Development Financial Institutions Fund to 12 CDFIs working to increase access to affordable healthy foods.[155]

Provide Access to Parks and Green Space

Green space at all scales—from small neighborhood parks to greenways to forests and wetlands—provides health, social, and environmental benefits for low-income and overburdened communities. Parks, community gardens, playing fields, riverfront shorelines, and wildlife refuges offer opportunities for physical activity, social engagement, and mental respite. These natural and cultivated spaces provide habitat for wildlife and serve important biological functions that purify air and water, lower ambient air temperatures, and absorb rainwater to reduce flooding in developed areas.

Coalitions of community organizations, land conservationists, planners, and public health groups are combining funding from local, state, federal, nonprofit, and private sources to create parks and green spaces. The Bootheel Heart Health Project, a collaboration between the Missouri Department of Health and Senior Services and the Centers for Disease Control and Prevention, built walking trails in 12 rural, predominantly African-American communities in southeast Missouri. Almost 60 percent of trail users reported that they exercised more because of the trail.[156] In Chattanooga, Tennessee, community activists, the Trust for Public Land, and city officials partnered to create the Alton Park Safewalk to serve the low-income Alton Park neighborhood.[157] The urban greenway connects residents to the South Chattanooga Recreational Center and

150 The Pennsylvania Fresh Food Financing Initiative won EPA's National Award for Smart Growth Achievement in 2006. For more information, see the U.S. Environmental Protection Agency, "2006 National Award for Smart Growth Achievement" at www.epa.gov/smartgrowth/awards/sg_awards_publication_2006.htm.

151 New Rules Project. Pennsylvania Fresh Food Financing Initiative. www.newrules.org/retail/rules/financing-local-businesses/pennsylvania-fresh-food-financing-initiative. Accessed 2011.

152 The Food Trust. Pennsylvania Fresh Food Financing Initiative. www.thefoodtrust.org/php/programs/fffi.php. Accessed 2011.

153 U.S. Department of Agriculture. Food Environment Atlas. www.ers.usda.gov/FoodAtlas. Accessed 2011.

154 U.S. Department of Health and Human Services. Healthy Food Financing Initiative. www.acf.hhs.gov/programs/ocs/ocs_food.html. Accessed 2011.

155 U.S. Department of the Treasury. "CDFI Fund Announces $25 Million in Healthy Food Financing Initiative Awards." September 2011. www.cdfifund.gov/news_events/CDFI-2011-18-CDFI-Fund-Announces-$25-Million-in-Healthy-Food-Financing-Initiative-Awards.asp.

156 U.S. Department of Health and Human Services. Preventing Chronic Diseases: Investing Wisely in Health. 2003. atfiles.org/files/pdf/CDC-HHS.pdf.

157 International City/County Management Association. Active Living and Social Equity: Creating Healthy Communities for All Residents. 2005. bookstore.icma.org/Active_Living_and_Social_Equit_P1247C15.cfm?UserID=7333666&jsessionid=4e3049a2a14454137426.

Community members in National City, California, led the restoration of Paradise Creek, a tidal saltwater marsh that had been harmed by pollution and dumping. Through organized cleanups, fundraising, collaboration with the local government, and native species planting, they created the Paradise Creek Educational Park, which will be the centerpiece of a planned affordable housing and transit-oriented development. *Photo courtesy of National City.*

will eventually link to schools, churches, and downtown Chattanooga through the planned Chattanooga Creek Greenway.[158]

Communities are designing green spaces in ways that respond to their specific needs, such as improving visibility and lighting where crime is a concern. The Olneyville Housing Corporation worked with the Providence, Rhode Island police department to design a park, playground, and bike path on a strip of long-vacant land along the Woonasquatucket River. By involving the police in the planning process early and using the principles of Crime Prevention through Environmental Design—a set of approaches aimed at designing the physical environment to deter crime—the housing corporation made siting and layout decisions that made the park and bike path easier to police and safer for users. As a result, these amenities are well-used by local families in what was once one of Providence's most dangerous neighborhoods.[159]

Parks can also be places of cultural expression. The Campo Band of Mission Indians in southern California obtained funding from the San Diego Association of Governments to plan a community park that reflects the tribe's values of health and harmony with nature and welcomes all generations. The park is being designed with input from tribal staff, elders, and community members and will include indigenous medicinal and edible plants, a native orchard, and a teaching pavilion.[160]

Municipalities can update their comprehensive plans and zoning to protect existing parks and encourage new green space. Some are doing this by developing policies to encourage green infrastructure as part of buildings, neighborhoods, and streets. As discussed in the section on green streets, green infrastructure uses vegetation, soils, and natural processes to manage polluted stormwater runoff. At the scale of a city or county, green infrastructure refers to the patchwork of natural areas that provide habitat, flood protection, and cleaner air and water. At the scale of a neighborhood or site, green infrastructure refers to stormwater management features that mimic nature by soaking up and storing water.[161] In both cases, green infrastructure can also provide places for recreation and make streets, public spaces, and buildings more attractive and pleasant. Philadelphia's *Green City, Clean Waters* plan uses elements such as restored stream corridors and wetlands, rain gardens, and green roofs to meet federal requirements for stormwater management while enhancing its neighborhoods. By 2029, the city plans to replace at least one-third of its impervious surfaces with green space to manage stormwater naturally and beautify the city.[162]

158 Chattanooga-Hamilton County Regional Planning Agency. *Alton Park/Piney Woods Community Plan (Draft)*. 2010. www.chcrpa.org/Projects/Land_Use_Plans/Alton_Park_Plan/Alton%20Park%20Master%20Plan%20(5-12-2010).ALL.pdf.

159 Local Initiatives Support Coalition Rhode Island. Riverside Gateway–Providence, Rhode Island. www.chcrpa.org/Projects/Land_Use_Plans/Alton_Park_Plan/Alton%20Park%20Master%20

Plan%20(5-12-2010).ALL.pdf. Accessed 2011.

160 Campo Band of Mission Indians. *Final Project Report: Campo Tribal Community Park Project: Hummingbird Community Park*. 2012.

161 U.S. Environmental Protection Agency. Green Infrastructure. water.epa.gov/infrastructure/greeninfrastructure/index.cfm. Accessed 2012.

162 City of Philadelphia. Manage Stormwater to Meet Federal Standards. www.phila.gov/green/greenworks/equity_target8.html. Accessed 2011.

Preserve and Build On the Features that Make a Community Distinctive

Authentic community planning and revitalization are anchored in the physical and cultural assets that make a place unique. As decision-makers and community stakeholders implement the policies and strategies described in this report, they should build on the distinctive characteristics of their neighborhoods. Preserving and strengthening the features that make a place special maintains what existing residents value about their homes, attracts new residents and visitors, and spurs economic development that is grounded in community identity.

Land use planning processes often begin with visioning exercises where residents identify the aspects of their neighborhood that they like, including public spaces, long-standing institutions, and local traditions. Effective planning helps to preserve these assets and strengthen them through future development. This section discusses two broad approaches to culturally focused planning and development: preserving existing features that define local heritage, and strengthening that heritage through new development. Together, these strategies can promote development that respects local history and reinforces community pride.

Community leaders celebrate the unveiling of Minneapolis' American Indian Cultural Corridor. *Photo courtesy of the Native American Community Development Institute.*

Preserve Existing Cultural Features

Preserving the cultural heritage of a place can mean maintaining its physical elements, including buildings, main streets, public and civic spaces, and agricultural and natural lands. It can also mean supporting a community's cultural assets, such as traditions, festivals, commemorations of history, and shared community memories. These features help define the neighborhood and its values, are a source of local pride and identity, and provide a foundation for community-based revitalization and economic development.

A first step in cultural heritage preservation is to identify physical and cultural assets that matter to residents and document their histories and importance. Community-based organizations can collect information that tells the story of a place or tradition through library and Internet research, interviews, and site visits; communicate those stories to decision-makers and the public; and build support for preservation. Walking tours, seminars, celebrations or remembrances, place markers, museum exhibitions, oral history recording projects, and websites can also educate stakeholders and raise awareness about the importance of a place or tradition.

A community or region's physical and cultural assets can be a foundation for its land use and economic development planning. Municipalities and regional planning and development organizations can strengthen these assets using land use policies and regulations, entrepreneurship and workforce programs, small business retention and attraction, and industry cluster development strategies that enhance physical features and equip community members to build skills, get and keep jobs, open businesses, and shape economic growth that is homegrown and authentic.

Historic preservation tools can help preserve physical places or structures. Community organizations can start the historic preservation process by undertaking an assessment that identifies interested stakeholder groups; opportunities, such as a chance to obtain ownership of a site; threats, such as potential

The Selma to Montgomery National Historic Trail, created to commemorate the 1965 Voting Rights March in Alabama, runs through an area facing high unemployment, health concerns, and other economic and social challenges. The trail is an important cultural asset to local communities and a potential economic driver. It passes several interpretive centers, museums, and monuments, and walking tours and other educational opportunities are offered along the way. Local communities are working with HUD, DOT, EPA, and other federal and state agencies to clean up former gas stations and petroleum-contaminated brownfields along the corridor, where residents hope to spur revitalization and develop local businesses such as craft and gift shops, restaurants, and vegetable stands.[163,164]

Mt. Zion Church in West Montgomery, Alabama, is an important historic landmark along the Selma to Montgomery National Historic Trail. The community is working with federal and state agencies to advance community revitalization and historic preservation in Montgomery and three other locations along the trail.
Photo courtesy of EPA.

demolition; the parties with control over the property; and specific goals, such as getting a structure recognized as a historic landmark or securing financial support to restore it.

There are various ways of obtaining official recognition for a historic site and, in some cases, protecting it. Getting a building listed on the State or National Registers of Historic Places brings eligibility for tax credits and protection in the form of extra scrutiny if a site is threatened, though it does not prevent demolition. After San Francisco's Bayview Opera House, the nation's first African-American opera house, was listed on the National Register of Historic Places, it received funding and technical assistance from the National Trust for Historic Preservation.[165] Local, state, and federal landmark laws are other tools to protect historic properties.

Some historic preservation programs focus more on architecture and aesthetics than on history and culture, which can create hurdles for places that are notable primarily for their association with an event, era, or tradition. To overcome this challenge, stakeholders must provide a well-researched history of the place and show evidence of public support. Residents of the Bronx are working with the borough government to encourage the New York Landmarks Preservation Commission to declare the Bronx's *casitas,* or "little houses," city landmarks. *Casitas*, reminiscent of the wood farmhouses in the Puerto Rican countryside, might not always exemplify "notable" architecture, but they are vital elements of Puerto Rican culture in New York and have played an important role in neighborhood revitalization.[166]

Some localities have included historic preservation elements in their master plans that lay out visions, goals, and implementation strategies to protect historic neighborhoods, corridors, and commercial centers and enhance the public's understanding of the community's

163 U.S. Environmental Protection Agency. *National Historic Voting Rights Trail: Selma to Montgomery, Alabama.* 2010. www.epa.gov/oust/docs/al_recact1yr_story.pdf.

164 Partnership for Sustainable Communities. Three Years of Helping Communities Achieve Their Visions for Growth and Prosperity. 2012. www.sustainablecommunities.gov/toolsKeyResources.html.

165 Smith, Matt. "Restoring Bayview Opera House Lifts the Area." *San Francisco Weekly.* November 17, 2010. www.sfweekly.com/2010-11-17/news/restoring-bayview-opera-house-lifts-the-area.

166 Hughes, C.J. "In Bronx, Little Houses that Evoke Puerto Rico." *New York Times.* February 22, 2009. www.nytimes.com/2009/02/23/nyregion/23casitas.html.

history and historic assets. Municipalities can also create historic preservation overlay zones that encourage reuse of historic buildings, require exterior building renovations and repairs to be approved by historic preservation experts before work begins, and allow historic preservation commissions to comment on proposals before the zoning board.

Community organizations can also preserve a building by securing grants to renovate or restore the structure, raising funds to purchase it, or obtaining a long-term lease. They can also collaborate with schools, libraries, churches, and historical societies to identify new ways the building can contribute to local life, such as offering performance or meeting space to artists or social groups.

Create New Development that Strengthens Local Culture

By taking inspiration from important landmarks, neighborhood designs, and local traditions, new development in a community can strengthen cultural identity. Design guidelines and neighborhood conservation districts can capture the specific physical characteristics of development that determine the overall character of a neighborhood and apply them to new built projects.

With design guidelines, municipalities establish common standards for the form and character of a neighborhood and elements within it. They can be tailored to specific types of development projects, such as commercial buildings, multifamily homes, industrial facilities, or streets and sidewalks. Design guidelines can contain standards that address the building itself, including architectural style, scale, height, roof form, materials, and color; its relationship to the street, including orientation and setback; landscaping; signage; and other elements. Similarly, local governments can create pattern books to provide developers and architects with images of acceptable components of new and renovated buildings.

The Mississippi Renewal Forum developed a Gulf Coast pattern book to preserve the architectural heritage of the region as it is rebuilt after Hurricane Katrina. The book provides images of building forms and key architectural elements to be used in the restoration and new construction of individual homes, commercial buildings, neighborhoods, and landscaping. It describes traditional block layouts, housing placement on lots, building types, decorative elements, and materials, and offers recommendations for fulfilling Federal Emergency Management Agency rebuilding requirements in a way that complements historic character.[167] By mixing different options from the pattern book, developers can create a variety of building types with a common architectural standard.

Local governments usually implement design guidelines as part of other development regulations and policies. These guidelines are most easily followed if they are clear, simple, and illustrated with photographs and images. In developing these guidelines, it is helpful for planners and community organizations to work with architects to distill the most important elements of community character.

Municipalities use neighborhood conservation districts, suitable for areas that are mostly built out, to ensure that new development and substantial modifications are in keeping with local character. Like design guidelines, this tool addresses the characteristics of buildings and sites. Neighborhood conservation districts are often implemented as zoning overlay districts that establish design standards for new construction, additions, or alterations to the street-facing facades of existing buildings. They can be simple, identifying the basic physical features that define a neighborhood such as

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167 Mississippi Renewal Forum. *A Pattern Book for Gulf Coast Neighborhoods.* 2005. www.mississippirenewal.com/documents/ Rep_PatternBook.pdf.

the position of buildings on the site and their distance from the street, parking location, roof form, and the existence of front porches. Some communities prefer to implement voluntary neighborhood conservation districts.

Kansas City, Missouri's Jazz District, once a flourishing African-American community and a hotbed of Kansas City jazz, is being revitalized based on its cultural history, architectural styles, and neighborhood character. The Jazz District Redevelopment Corporation constructed residential, commercial, and retail space designed to complement existing architecture.[168] The district has attracted commercial tenants such as the Black Chamber of Commerce, the offices of an African-American newspaper, a blues club, and the Black Archives of Mid-America.[169]

Standards that clarify design and compatibility preferences and requirements help create predictability in the development process for developers and community members. Guidelines for developers are clearly established, making their projects more likely to be approved and reducing costly delays. Community members can feel confident that new development will reinforce what they like about their neighborhoods. Providing images of preferred building styles can further clarify these standards.

The design of Minneapolis' American Indian-owned Woodlands National Bank and the accompanying public art celebrate native cultures. *Photo courtesy of the Native American Community Development Institute.*

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168 Jazz District Redevelopment Corporation. *Development Opportunities.* 2010. www.kcjazzdistrict.org/.
169 Jazz District Redevelopment Corporation. 18th and Vine Jazz District Rebirth. www.kcjazzdistrict.org/. Accessed 2011.

Case Study:
Culturally Driven Land Use Planning
Ohkay Owingeh Pueblo, New Mexico

In 2000, Ohkay Owingeh's tribal members created a pueblo-wide Master Land Use Plan that encompassed all 5,800 square miles of Rio Arriba County. This long-term growth strategy coordinates future housing and commercial development and preserves the community's historic plazas. The plan both strengthens the pueblo's identity and protects its natural surroundings by keeping the traditional commitment to environmentally sensitive design. The Master Land Use Plan was the first tribal smart growth plan in the country and won EPA's National Award for Smart Growth Achievement in 2004.

Located 35 miles north of Santa Fe, Ohkay Owingeh, formerly called San Juan Pueblo, has a population of 6,750. Over the years, the pueblo has faced unemployment, water constraints, and housing shortages. Nearly 20 percent of its residents live below the poverty line, and there is a long waiting list for housing.

Through their land use planning efforts, tribal leaders realized that continuing to construct housing away from the pueblo's center would decrease the land available for agriculture and open space. The tribe's infrastructure systems, including those for water and wastewater, also were not able to keep pace with the pueblo's

> **The Master Land Use Plan was the first tribal smart growth plan in the country and won EPA's National Award for Smart Growth Achievement in 2004.**

dispersed development. The water and sewer systems were at capacity and would not be able to provide sufficient water supply or pressure with future growth.

Approved in 2001, the Master Land Use Plan coordinates existing transportation and water infrastructure with housing and commercial development, preserves the pueblo's historic plazas, and promotes main street-style retail and commercial development. The plan's guidelines used traditional architectural designs that preserve Ohkay Owingeh's cultural heritage and foster a distinctive sense of place. With the adoption of the Master Land Use Plan, the pueblo also expanded the sewer system and installed two new water tanks to allow for future growth, putting a temporary moratorium on new development until the upgrades were complete.

The first project implemented under the plan was Tsigo Bugeh Village, a development of 40 affordable townhouses arranged around two

The design for Tsigo Bugeh Village is inspired by traditional pueblos, which include pedestrian-oriented villages. *Photo courtesy of the San Juan Pueblo Office of the Governor.*

The buildings in Tsigo Bugeh Village are clustered around two plazas, and contain affordable townhouses, a meeting space, a playground, a computer room, a fitness room, and business center. *Photo courtesy of the San Juan Pueblo Office of the Governor.*

plazas. The village was inspired by the original community design of the pueblo and includes a meeting space, playground, computer room, fitness room, and business center.

Collaboration among multiple organizations brought Tsigo Bugeh Village to life. For two years, the Ohkay Owingeh Housing Authority invited tribal members, elders, and tribal leaders to participate in project planning. This public engagement provided valuable input on community concerns, including affordability and safety, sacred geographic locations, and floor plans to accommodate feast-day rituals. "The Tsigo Bugeh Village project demonstrates that people can help create housing that meets their needs," says Tomasita Duran, the housing authority's executive director. "The project combines modern characteristics with our traditional design."

The pueblo built Tsigo Bugeh Village by making innovative use of funding from HUD, state and local agencies, and foundations. For the first time, HUD's HOME funds, which are block grants to state and local governments designed to create affordable housing for low-income households, were used for rental housing on tribal lands in New Mexico. In another first, the New Mexico Mortgage Finance Authority provided low-cost loans on American Indian trust lands. The Ohkay Owingeh Housing Authority also used federal Low-Income Housing Tax Credits.

Ohkay Owingeh's Master Land Use Plan used smart growth concepts such as affordable housing, walkable neighborhoods, mixed land uses, compact building design, and stakeholder engagement to restore the pueblo's traditional settlement patterns. As the tribe grows, it will use the plan to preserve its strong sense of culture and place for future generations.[170]

The central plazas in Tsigo Bugeh Village include "hornos," or traditional ovens. *Photo courtesy of the San Juan Pueblo Office of the Governor.*

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170 For references, see page 77.

Chapter 4: Conclusion

The strategies outlined in this publication can help low-income, minority, tribal, and overburdened communities shape development to respond to their needs and reflect their values. These strategies can also help local and regional planners and policy-makers make land use decisions that are equitable, healthy, and sustainable for all residents.

To chart a path forward and select the approaches that will meet local goals, each community can undertake a process of self-evaluation and dialogue. This process might include the following steps:

Downtown Silver Spring, Maryland's streetscape is inviting, interesting, and safe for families. *Photo courtesy of Lee Sobel.*

- *Build relationships among community-based organizations, residents, community development corporations, business owners, developers, local and regional decision-makers, and others interested in growth and development issues.* Effective partnerships among these stakeholders are critical to carrying out inclusive planning processes, identifying the right policies and investment priorities, and achieving development that works for all residents. Community-based organizations and community development corporations can play a particularly important role as liaisons to traditionally underrepresented populations and bring them into planning and development processes.

- *Build capacity while you plan.* Local and regional staff and community-based organizations can conduct inclusive and educational planning exercises that simultaneously identify residents' goals and needs and build the knowledge they need to shape development. These exercises include community assessments and visioning workshops.

- *Conduct community assessments and visioning exercises.* Planning tools such as walkability audits and community planning and visioning workshops are well-suited to drawing out the needs and goals of residents who are new to land use decision-making. Using these tools with small groups of residents from specific neighborhoods can facilitate an authentic community-driven planning process.
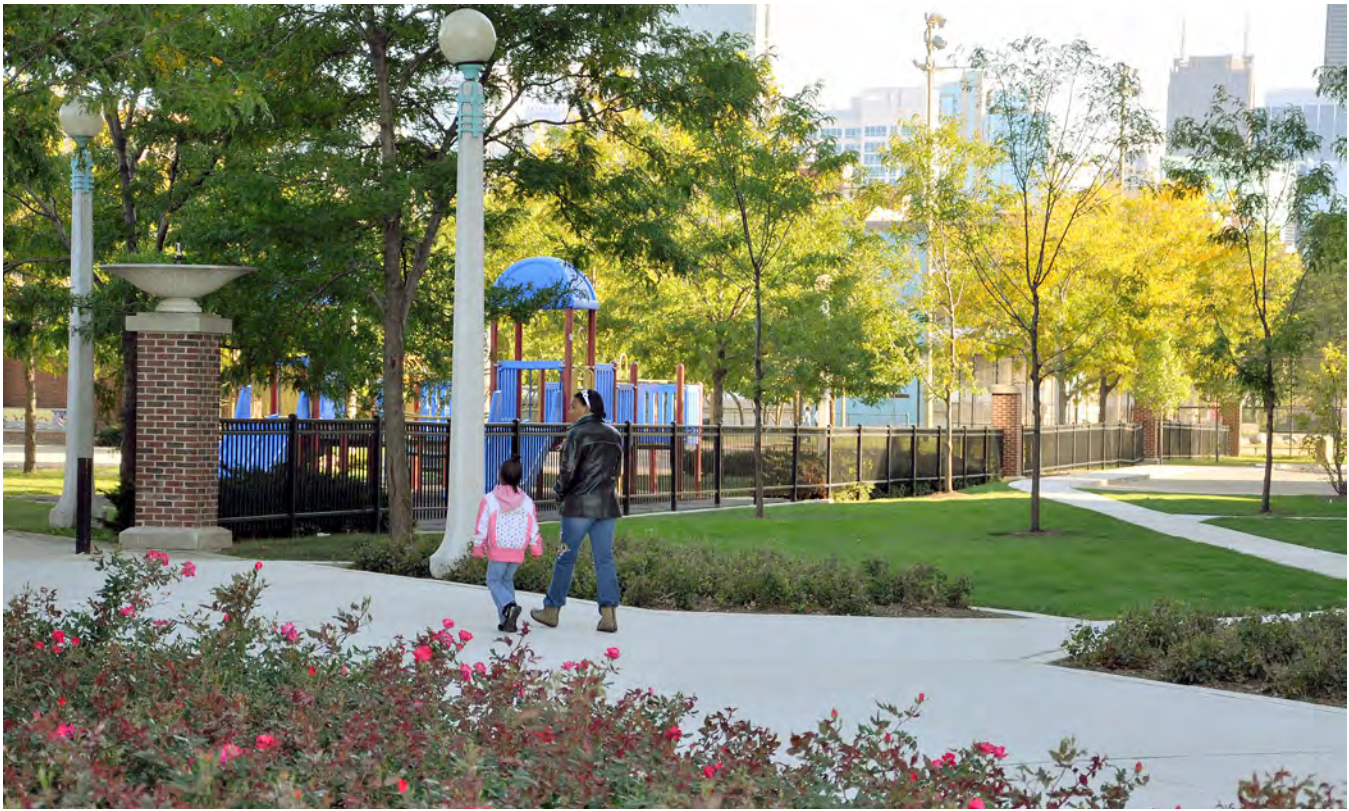
In Chicago, Illinois' Parkside of Old Town public housing redevelopment, greenways and playgrounds provide safe, visible play areas, while pedestrian paths create easy routes between residences and the surrounding parks, community facilities, and stores.
Photo courtesy of Parkside of Old Town.

- *Ensure that land use and development policies and codes are aligned with community visions and address the needs of low-income and overburdened communities.* The community's vision can be integrated into the comprehensive plan, and the zoning ordinance and other policy and regulatory documents can be updated to implement the plan. Tools such as inclusionary zoning, mixed-use zoning, street design standards, and others described throughout this publication can be used to support low-income and overburdened communities.

- *Start working to mitigate residential and commercial displacement as early in revitalization efforts as possible.* Activities can include mapping important commercial, industrial, service, and cultural places; assessing community demographic and economic trends to identify areas vulnerable to rising housing costs; setting aside land for affordable housing; and putting land use regulations in place to protect community assets.

These steps can help communities develop their visions for the future; identify strategies and policies to achieve them; and create development that is fair, enduring, and authentic.

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Equitable Development as a Tool to Advance Racial Equity

LOCAL AND REGIONAL
GOVERNMENT ALLIANCE ON
RACE & EQUITY

LOCAL AND REGIONAL
GOVERNMENT ALLIANCE ON
RACE & EQUITY

This report is published by the
Government Alliance on Race and Equity,
a national network of government working to
achieve racial equity and advance opportunities for all.

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ABOUT THE GOVERNMENT ALLIANCE ON RACE & EQUITY
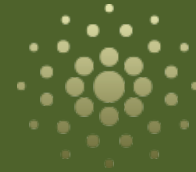
The Government Alliance on Race and Equity (GARE) is a national network of government working to achieve racial equity and advance opportunities for all. Across the country, governmental jurisdictions are:

- making a commitment to achieving racial equity;

- focusing on the power and influence of their own institutions; and

- working in partnership with others.

When this occurs, significant leverage and expansion opportunities emerge, setting the stage for the achievement of racial equity in our communities.

GARE provides a multi-layered approach for maximum impact by:

- supporting jurisdictions that are at the forefront of work to achieve racial equity. A few jurisdictions have already done substantive work and are poised to be a model for others. Supporting and providing best practices, tools, and resources is helping to build and sustain current efforts and build a national movement for racial equity.

- developing a "pathway for entry" into racial equity work for new jurisdictions from across the country. Many jurisdictions lack the leadership and/or infrastructure to address issues of racial inequity. Using the learnings and resources from jurisdictions at the forefront will create pathways for the increased engagement of more jurisdictions.

- supporting and building local and regional collaborations that are broadly inclusive and focused on achieving racial equity. To eliminate racial inequities in our communities, it is necessary to develop a "collective impact" approach firmly grounded in inclusion and equity. Government can play a key role in collaborations for achieving racial equity, centering community, and leveraging institutional partnerships.

To find out more about GARE, visit **www.racialequityalliance.org**.

REPORT

Equitable Development as a Tool to Advance Racial Equity

Government Alliance on Race and Equity

The Government Alliance on Race and Equity (GARE) is producing a series of briefing papers that support the work of jurisdictions committed to achieving racial equity. This paper provides a policy framework for implementation strategies that advance equitable development. It provides the historical context, current conditions, and some key data points that inform the framework. But first the document introduces some key definitions and a vision for the elimination of racial disparities and achievement of racial equity. Developing this vision is a critical step for all jurisdictions to take.

Achieving Racial Equity

Racial equity—when race can no longer be used to predict life outcomes, and life outcomes for all groups are improved.

To achieve this vision requires the fair and just inclusion of all residents into a region's economic, social, and political life—an essential component of planning for sustainable and thriving regions (PolicyLink). Prioritizing and working towards equity is work for the long haul and it begins with us—in our institutions—authentically listening to community, building an inclusive vision, and holding ourselves accountable for the strategies necessary to make that vision reality.

Authentically listening and responding to community's needs are new practices for government, challenging the status quo. It can also bring us into spaces, figurative and literal, in which we are confronted with the historical and current injustices experienced by communities and the role of government institutions in creating and maintaining racial inequities. This can cause discomfort, fear, and frustration for us as representatives of institutions. GARE encourages you to embrace this part of the work as a normal and expected part of authentic listening to community—for it is only through authentic listening that we build the trust necessary to arrive at community owned visions, needs, and solutions.

It also requires that government institutions make structural changes to address the history of inequality. In the fullest sense, this would include amending public policies to ensure that they promote equity; prioritizing investments to best support those who need it most; and retooling processes to best do this work, including communication feedback loops that hold us accountable to community priorities. We will only achieve equity through authentic listening and responsive institutional actions rooted in community feedback.

What is Equitable Development?

Quality of life outcomes, such as affordable housing, quality education, living wage employment, healthy environments, and transportation are equitably experienced by the people currently living and working in a neighborhood, as well as for new people moving in. Public and private investments, programs, and policies in neighborhoods that meet the needs of residents, including communities of color, and reduce racial disparities, taking into account past history and current conditions.

When we achieve equitable development, we increase the capacity of people of color to strengthen their communities and determine their own future and that of their neighborhoods. We distribute the benefits and burdens of growth equitably among people of all races, ethnic backgrounds, incomes, and geographies/neighborhoods. We encourage multicultural communities where tenured and newcomer residents can thrive. And we provide meaningful choices for the most impacted people of color to live, work, and define their own culture throughout all neighborhoods.

To achieve this ideal, we need a systemic approach that can create those kinds of outcomes. This requires coordinated and comprehensive investments, policies, and protections to prevent displacement of vulnerable residents, businesses, and community organizations. That approach should address the two major obstacles to achieving equitable outcomes related to development: 1) involuntary economic and cultural displacement of communities of color and 2) inequitable access for communities of color to the key determinants of social, physical, and economic well-being needed. A clear policy framework is helpful for developing, implementing, and measuring effective strategies.[1]

1   City of Seattle Comprehensive Plan Race and Social Justice Resolution 31577, 2015

Two foundational equity elements guide the framework presented here:

1. **Strong communities and people**. People and communities with stability and resilience in the face of displacement pressures fare better. An intact community in which people are able to have high quality jobs and financial security; culturally appropriate goods, services, and support; and strong social networks that support the acceptance of a range of cultures has better outcomes.

2. **Great places with equitable access.** A city where all neighborhoods are healthy, safe, and afford their resident access to the key determinants of well-being promotes inclusion.

Equitable development strategies presented in this brief aim to achieve the above policy goals and operationalize the definition of equitable development.

A Framework for Advancing Equitable Development

An Equitable Development Framework integrates people and place to create strong communities and people, as well as great places with equitable access. The Framework, with its equity drivers and outcomes, functions as an analytical tool to guide implementation to reduce disparities and achieve equitable outcomes for marginalized populations. The equity drivers build on the **Puget Sound Regional Equity Network's Principles of Equitable Development;** local context may influence specific aspects of some of the elements as you work in your own community.

1. **Advance economic opportunity.** Promote local economic development and entrepreneur opportunities, enhance community-serving establishments, and increase quality living wage jobs for people in all neighborhoods.

2. **Prevent displacement.** Develop policies and programs that allow anyone who wants to live in the community to do so, especially current residents, and discourage displacement of viable small businesses that serve community needs.

3. **Preserve and expand affordable housing options.** Create healthy, safe, and affordable housing for all family sizes and incomes in all neighborhoods.

4. **Understand and respond to local context.** Respect local community character, cultural diversity, and values. Preserve and strengthen intact neighborhoods, building upon their local assets and resources.

5. **Promote broader mobility and connectivity.** Prioritize an effective and affordable public transportation network that supports transit-dependent communities and provides equitable access to core services and amenities, including employment, education, and health and social services.

6. **Practice meaningful community engagement.** Require local community participation and leadership in decision-making to reflect a diversity of voices, including targeted strategies to engage historically marginalized communities. Build cultural competence and responsiveness among all stakeholders, and structure planning processes to be clear, accessible and engaging.

7. **Develop healthy and safe communities.** Create built environments that enhance community health through public amenities (schools, parks, open spaces, complete streets, health care, and other services), access to affordable healthy food, improved air quality, and safe and inviting environments.

8. **Promote environmental justice.** Eliminate disproportionate environmental burdens and ensure an equitable share of environmental benefits for existing communities. Secure resources to mitigate and reverse the effects of environmental hazards past and present.

Please note: In this Resource Guide, we include some data from reports that focused on whites and African Americans, but otherwise, provide data for all racial groups analyzed in the research. For consistency, we refer to African Americans and Latinos, although in some of the original research, these groups were referred to as Blacks and Hispanics.

REPORT

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9. **Achieve full accessibility.** Ensure any development that results from investments in the built environment is accessible and welcoming to people regardless of age, physical condition, or language.

These drivers are not designed to be deployed independently; their inter-relationship is fundamental to undoing the structural racism perpetuating current disparities. If implemented piecemeal or in isolation, they will result in transactional wins that do not produce lasting change. The Equitable Development Framework presents an integrated fabric of strategies to close racial disparities. Used together, these drivers have the potential to transform systems and shift from the current trajectory of growth that marginalizes many populations and compromises the diversity that makes communities strong.

The Importance of Data

Data is another way to understand equitable development. A growing cannon of research[2] has identified measures that show racial disparities in outcomes related to growth. Policy and investments can be oriented toward eliminating these disparities. A few measurement frameworks and assessment tools are listed in the effective practices that follow. However, communities most impacted by growth are best positioned to collect more meaningful data through community-based research.

Measurable outcomes tracked over time with disaggregated data, reported on, and tied to performance can be an effective accountability strategy for improving government function to achieve equitable outcomes.

Several chronic racial and ethnic inequities resulting from lack of access to opportunity, including:

- life expectancy
- substandard housing conditions
- commute times, proximity to public transit, and transportation costs
- unemployment, poverty, wealth, and income
- proximity to public open space and healthy affordable food, rates of obesity and high blood pressure
- proximity to environmental hazards and rates of asthma

Racial inequities related to or resulting from displacement include:

- severe housing cost burden and rates of homeownership
- overcrowding, evictions, and homelessness
- stress and anxiety
- disruption to health care, medications, and social services
- disruptions to school attendance and performance
- loss of social supports and increased social isolation
- financial distress, loss of wealth and assets
- relocation to neighborhoods with fewer health-promoting resources and amenities
- segregation and discrimination in the housing market

Evidence of Progress

2   Pastor, 200X, PolicyLink and USC PERE 201X, National Equity Atlas

toward Racial Equity through Equitable Development

Equitable development ultimately manifests in tangible development projects and programs. The examples below illustrate some of the characteristics, benefits, and challenges of implementing equitable development. Each serves the dual purposes of both preventing displacement and increasing access to opportunity.

Community Cornerstones and Seattle's Equitable Development Framework, Seattle Washington

The City of Seattle's Community Cornerstones program demonstrates the power of a collective impact model for equitable development. Its aim is to strengthen Seattle's most economically and culturally diverse communities while also welcoming new residents and businesses. The program is directed by community-developed neighborhood plans responding to displacement pressures resulting from the introduction of light rail service in southeast Seattle. The program's strategies ensure that existing low-income communities and communities of color participate in and benefit from decisions that shape their own neighborhoods. Some examples include:

- business technical assistance and promotion services to stabilize and grow local businesses in the established multicultural business districts;
- land acquisition for projects with a mix of commercial and community uses on the ground floor and primarily family-sized affordable housing above;
- multicultural coalition building to build out a network of shared multicultural community centers; and
- capacity-building of immigrant and refugee leaders and organizations to serve their communities and also work across cultural lines on shared agendas.

Seattle 2035 is the City of Seattle's Comprehensive Plan for managing growth. The plan provides long-term guidance to help the City make decisions over the next 20 years about managing growth and providing services. In May 2015, Mayor Ed Murray sent Seattle City Council a resolution making race and social equity a foundational core value for the City's Comprehensive Plan. Council passed the resolution unanimously.

The resolution calls for the City to:

- incorporate new race and social equity goals and policies throughout the Comprehensive Plan;
- analyze the impacts of proposed growth strategies on the most vulnerable communities, and change policies, programs and investments to help offset the impacts of the selected growth strategy;
- close racial and social disparities with capital and program investments; and,
- create, monitor, and report on equity measures.

Dudley Street Neighborhood Initiative, Boston Massachusetts

The Dudley Street Neighborhood Initiative (DSNI) is a model for capacity-building and community-led development. Formed in 1984 when one-third of the Dudley Street neighborhood's land (1,300 lots) was vacant from years of abandonment and arson. The DSNI organized and empowered community members to develop a shared vision to revitalize the physical and social infrastructure of the community. Since then over half of those lots have been rehabilitated for homes, gardens, parks, orchards, playgrounds, schools, community centers, and a Town Common. More than 400 new homes have been built and 500 housing units rehabbed since DSNI was

formed. They are the only community group in the nation to win eminent domain power from a local municipality. This power was central to DSNI's achieving such tangible success.

The physical revitalization of the Dudley Street neighborhood is only eclipsed by the human and social infrastructure investments DSNI has made. DSNI's programs for resident leadership, youth mentoring, parent advocacy, and community organizing are just a few examples. Most telling is that DSNI's 3,600+ members include many residents who were children when DSNI began and are now leaders throughout the community—underscoring the multi-generational nature of community organizing for systems change.

Fruitvale Station Village, Oakland California

The Unity Council's Fruitvale Station Village development exemplifies the importance of community organizing and establishing community anchors in equitable development. The Unity Council organized the Fruitvale neighborhood's predominately Latino community throughout a process of protesting a proposed light rail park n' ride, designing a mixed-use project, and ultimately controlling the development and operation of the project.

The development provides a public market, office space, small retail spaces, a library, senior center, community health center, childcare facility, and mixed-income housing. The culturally relevant design principles—along with the provision of local services that meet community needs—has resulted in the project becoming a community anchor. This new asset in the community has directly contributed to lowering neighborhood crime and commercial vacancy rates nearby while also increasing transit ridership and catalyzing new development in the neighborhood.

Healthy Development Guidelines, Oakland California

A community-based planning partnership launched a process in July 2014 to develop a set of "Healthy Development Guidelines" for the City of Oakland. It is a joint effort between several nonprofit community-based organizations as part of East Oakland Building Healthy Communities, along with the Alameda County Public Health Department and the City of Oakland Planning Department, with technical assistance from ChangeLab Solutions and Raimi & Associates. This multi-year resident engagement process resulted in a set of guidelines that city planners and developers can use to review all new development projects above a certain threshold to ensure that they meet community-identified priorities for health equity. The partners are working on implementing some of the Guidelines administratively with the City Planning and Building Department. The partners are also in the process of adopting some Guidelines legislatively.

Affordable Housing Preference Policy, Portland Oregon

The City of Portland's Affordable Housing Preference Policy is heavily informed by the history of the City's urban renewal policies and investments in North and Northeast Portland, specifically the displacement of African-American households and the disinvestment in public infrastructure. Gentrification fueled displacement, higher foreclosure rates, and a large racial wealth gap are some of the impacts of this legacy. The City is addressing these historic and current day inequities by giving priority for public funding to households with generational ties to these neighborhoods. Current and former residents of these areas that were subject to urban renewal, and their descendants now have priority when applying for City-funded affordable rental apartments, ownership homes, and down payment assistance for first-time homebuyers. Top priority is given to households (and their descendants) who owned property that was taken by eminent domain. This policy serves as a model of restorative justice that can be undertaken by local governments.

What does our past tell us about the importance of growth and racial equity?

To talk about equitable development as our future, hard realities about the United States' past have to be acknowledged. Throughout the nation's history, some communities and neighborhoods prospered at the expense of others. Real estate redlining and racially restrictive covenants dictated where racially or culturally distinct communities could and could not live and where investments occurred.[3] The Federal Highway Act tore apart communities of color with highways from central urban business districts to the predominately white suburbs and the G.I. Bill, along with discriminatory real estate lending and marketing practices, gave white households billions of dollars in home equity as they fled to the suburbs–greatly disinvesting in many urban neighborhoods with high populations of people of color in the process. The 1949 Housing Act's Urban Renewal policy targeted low-income neighborhoods for redevelopment, many of which were primarily inhabited by residents of color. Homes and businesses were demolished and thousands of residents were displaced, drastically transforming the racial makeup and geography of our country's cities.

Weakened by continued disinvestment in urban neighborhoods with high populations of people of color, the 2008 housing bubble-induced foreclosure crisis, and more recent shifts related to gentrification, development, and investment in urban areas has often exacerbated rather than reversed historic patterns of racial segregation and wealth inequality in place for generations. Both the private and public sectors helped solidify this systemic and racialized structure of wealth and poverty across the country.

Social structures and cultural identities were also solidified by these place-based policies and investments. Community-based organizations rose to meet the needs of specific cultural groups and neighborhoods. This still occurs today as new immigrants and refugees settle in the U.S. and look to preserve the continuity of their cultures within the mainstream American culture. These organizations and the associated social infrastructure are assets from which to build an equitable future.

The past injustices and numerous policy practices that undermined the integrity of certain neighborhoods cannot be undone, but there are strategies to bend the arc of future growth toward achieving racial equity. And these strategies require public agencies, including local jurisdictions, to recognize and embrace the critical role that public policy and decision-making play in facilitating growth and investment patterns. By consciously and proactively working to reverse patterns of racial inequity in investment and development, communities and their local governments can leverage public and private resources and existing community assets to create neighborhoods of opportunity for everyone, regardless of race or means.

What are current trends and how do they inform our strategies?

U.S. cities are undergoing a major demographic transformation in which the racial and ethnic groups that are most economically and socially excluded are driving cities' population growth. Census data shows a cyclical pattern of white flight phenomenon and reinvestment in urban communities that has led to a diaspora of communities of color with weakened infrastructure spread throughout metropolitan regions despite those regions having a majority of

3   The Geography of Opportunity: Race and Housing Choice in Metropolitan America, Xavier de Souza Briggs, 2005

people of color.[4] Many metropolitan areas are also experiencing the growth of immigrant and first-generation populations in new distribution patterns across their regions, highlighting the important of building a more sophisticated physical and social infrastructure. Greater racial and social inclusion is required for these areas to maintain their economic competitiveness and still be environmentally sustainable. Cities must embrace their changing demographics and renewed desirability and make the investments needed to allow current residents and the next generation to reach its full potential. This is true for suburban neighborhoods as well, where demographic trends indicate a suburbanization of poverty[5] and increase in concentrated poverty. Regional solutions are needed to serve the needs and aspirations of a multi-cultural society that is becoming more diverse.

Publicly supported and market driven gentrification of urban neighborhoods home to communities of color are again reshaping the geography of opportunity. The pattern of development revitalizing some neighborhoods is higher density with a mix of uses within walking distance or accessed by transit, thus reducing the need for automobiles. It is an efficient market-based model of development to accommodate future residential and employment growth and lower greenhouse gas emissions. This trend is supported by most major U.S. cities public policies and driven by private market actors which price new housing and commercial space at the highest levels market demand will pay. This type of growth in neighborhoods with weakened social and financial ecosystems is especially more likely to produce racialized outcomes like the displacement of communities of color. Revitalization in one area can then trigger a wave of new development in surrounding previously underinvested areas occupied by communities unprepared to adapt, much less benefit.

The public sector can ensure the benefits and burdens of growth are equitably distributed. Community-led planning and development efforts are essential for development patterns that work for communities of color. Providing the resources that enables residents to organize themselves across race, culture, and class for collective benefit is an emerging but essential arena of pubic sector finance. Supportive public policy and proactive public investments in underinvested neighborhoods can create community stability and economic mobility opportunities before the market is catalyzed. Public investments can meet the needs of these neighborhoods when the market will not and position them to directly benefit from future growth.

What is success, and how do you achieve it?

What is success? When the phrase "equitable development," is no longer necessary because equity is an inseparable part of the single word "development." It will happen when all people of color experience the beneficial outcomes from growth as whites do. It will manifest when communities of color have the capacity for self-determination to create their vision of urban growth. Success will be when racial equity is achieved.

These are lofty goals that may evoke pushback from public, private, and even philanthropic investors in the form of; "it's too complicated," "growth is only indirectly related to racial equity, it's more about class," or "this is affirmative action and doesn't benefit everyone." Applying a racial equity analysis to specific issues of growth can build the capacity of equitable development practitioners and community organizers to achieve these goals. Identifying the issues will serve to focus the analysis. Understanding the historical context and root causes of inequitable development is critical. Identifying best practices can provide additional resources to formulate solutions.

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4   PERE and PolicyLink, 2016 National Equity Atlas

5   Brookings Institute, "Confronting Suburban Poverty"

Below is a policy framework fleshed out with equitable development strategies and accompanying best practices that local governments have adopted to address the historical and current context of inequity described above. The best practices are briefly introduced and referenced so readers can conduct further research into the details of each. Cutting across all these strategies is the need for citywide equitable growth policies and targeted investments that both explicitly aim to achieve measureable outcomes tracked over time.

Goal 1: Strong communities and people. People and communities with stability and resilience in the face of real displacement pressures.

Strategy 1: Recognize and build on communities of color existing capacity for self-determination.

The current patterns of disparity by race had many causes, but a lack of organized power amongst communities of color in terms of decision-making authority, financial, and physical assets, or the capacity to organize and advocate for equitable outcomes is one cause that has very specific remedies.

Restructure decision-making processes so that people of color have real authority in planning and development decisions. This will require a process that is open, inviting, and transparent to people new to the process and will need to be structured to accommodate the schedule and location needs of those with the least flexibility. This would increase opportunities for people of color to sit at the decision-making table with public officials such as ad-hoc advisory task forces or on public boards and commissions. It should also include inclusive community engagement[6] that brings the decision-making process to existing communication structures led by communities of color like standing meetings of cultural organizations and coalitions. Long-term community partnership should be based on and built upon interim successes, allowing for continual feedback and ongoing improvements to decision making structures.

Make capacity building investments to elevate community voice and leadership in planning and development processes.[7] An effective strategy is to simultaneously support the growth of individual, organizational, and coalitional leadership capacity for communities of color, so that communities and the organizations and individuals that lead them work together to understand shared concerns and effectively advocate for themselves. For most communities, these organizations serve many purposes from providing services such as senior meals and youth programs; to being the location for community problem-solving. They are often the place where community leadership resides as well as the place that reinforces the cultural identity of the community—through cultural arts, history, and celebrations. For many, the work of influencing policy decisions is new. This may include individual leadership development curriculum, community-based organization staff and program resources, or resources for coalition infrastructure like shared communications and staffing.

Other approaches include using arts and culture investments to affirm community identity in the face of neighborhood change.[8] Immigrant and refugee integration strategies can preserve cultural strengths as well grow economically strong communities.[9]

Making capacity building investments within government institutions. The responsibility of capacity building is also on government to give institutional staff the support they need to undertake equity work in a meaningful way. For example, supporting hiring managers to increase the diversity in hiring, retention, and recruitment of new staff as well as the membership of

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6   City of Seattle Inclusive Outreach and Public Engagement Guide

7   The National Environmental Justice Advisory Committee's model plan for public participation, Detroiters Working for Environmental Justice's Build Up Detroit, and PolicyLink Sustainable Communities Community Engagement Guide

8   Kresge Foundation Arts and Culture Program

9   PolicyLink and PERE Immigrant Integration Guide

boards and commissions advising governments on development related issues. Developing in-house curriculum on institutional racism, engaging with specific communities, and how to use racial equity tools to analyze planning processes and land use and investment decisions are all ways to increase government's internal capacity.

Strategy 2: Anticipate and prevent displacement of vulnerable residents, businesses, and community organizations.

This strategy is important because involuntary displacement–either directly due to eviction or demolition or due to market forces associated with growth–disproportionally impacts communities of color. The tactics that follow acknowledge that the existing community will be competing with outside investors and incoming higher-income households for control of local assets like land and buildings, but it is important to identify opportunities to work cooperatively so that focus remains on the core goal–that as neighborhoods by their very nature evolve, that evolution does not become a choice between those who were there and those who now enter the community. Preparation for this balance between competition and cooperation is critical.

Establish community stabilizing policies and investments first. People of color who live and work in redeveloping neighborhoods need effective rights and resources to anchor their inter-ests and benefit from this change. Fundamental tenant rights policies for residents and busi-nesses include just cause eviction policies to ensure evictions happen rarely and only with good reason, rent stabilization to limit landlord's abilities to quickly or substantially increase rents as their properties become more desirable, strong relocation protections and financial assistance for renters displaced by redevelopment, affordable housing preservation strategies (including policies for no net loss of subsidized housing), right of return policies to ensure displaced res-idents get the first choice of newly developed affordable housing, and proactive code enforce-ment to ensure that existing housing is being maintained for existing residents.[10]

Commercial stabilization strategies include providing public mitigation funding for small businesses impacted by major infrastructure improvements[11] and technical assistance pro-grams and access to low-cost capital for businesses in commercial districts experiencing rapid demographic changes.

Understand and make goals for managing neighborhood change. This strategy should include establishing clear and bold goals upfront for community stability and economic prosperity for vulnerable populations.[12] Goals should be sourced by these vulnerable populations through a process that builds rather than drains their power–as is often the case in public planning pro-cesses. It should also include collecting disaggregated current and historical data on populations vulnerable to displacement pressures,[13] then identifying areas of change and areas of stability,[14] and assessing the benefits and burdens of land use changes and public investments on vulnera-ble populations. This process of goal setting and analysis can be done with GARE's Racial Equity Toolkit, which can be adapted to fit a land use and community development context.

Anticipate change and develop tools to increase economic opportunity for existing communi-ties. Some jurisdictions are now developing data-rich tools to predict neighborhood change[15] and develop strategies to prevent gentrification from displacing existing communities.[16] Tools to improve upward mobility of low-wage workers include skills improvements through target-ed workforce development and educational programs, raising of wage floors by increasing the

10   Alameda County Public Health, DWD

11   Supplemental Mitigation Assistance Program for businesses impacted by the Seattle Link light rail construction

12   All-In Nation, Manuel Pastor

13   Equity Analysis of Plan Bay Area, Metropolitan Transportation Commission and the Association of Bay Area Governments

14   Watsonville Vista 2030 General Plan

15   The Association of Bay Area Government's Anti-Displacement Early Warning System. Comprehensive Plan Gentrification Neighborhood Typology, Portland Oregon. Mapping Susceptibility to Gentrification, Karen Chappelle. Seattle Equity and Growth Analysis of the 2015 Comprehensive Plan

16   Maintaining Diversity in America's Transit Rich Neighborhoods, Northeastern University

local minimum wage or restructuring wage scales in certain sectors, improving transit mobility,[17] and negotiating labor agreements or community benefit agreements from new developments to include training and living wage job opportunities for low-income workers of color.[18] Tools to preserve affordable housing choices include targeting public housing investments where gentrification is anticipated—like transit-rich areas.[19] Comprehensive shared investment strategies tying housing, jobs, transportation, and cultural amenities together provide the most promising anti-displacement, pro-growth models of equitable development.[20]

These last two best practices are structural solutions that require creating shared goals across traditional siloes, forging new partnerships with community and multiple institutions to share power and decision making, and making long-term investments before displacement becomes a crisis.

Goal 2: Great places with equitable access. A city with an equitable distribution of great neighborhoods full of strong amenities that provide equitable access throughout.

Strategy 3: Distribute the benefits and burdens of growth equitably.

The practice of jurisdictions underinvesting in some urban neighborhoods with high populations of people of color means these areas and populations have greater needs. A public investment strategy that addresses this inequity by equally distributing resources or only providing public amenities in response to market-led growth will only exacerbate inequitable outcomes.

Use an equity lens to prioritize investments based on need to achieve equitable outcomes. Clear planning policies and community accountability structures that guide public investments[21] can be coupled with programs that account for areas with greater need.[22] Decision-making criteria for public service and capital investments can be weighted to account for the disparate outcomes experienced by communities of color listed on pages 2 and 3, and others.[23] Criteria can also account for the historic injustices that led to current day disparities such as a neighborhood being redlined or damaged by urban renewal[24] or even the future likelihood of disparities worsening such as the likelihood of displacement.[25]

Revitalize underserved areas while also connecting workers of color to the broader economy.[26] For example, an equitable distribution of transportation investments will prioritize providing affordable and meaningful transportation options for people of color, low-income households, and renters because they have lower rates of car ownership and higher frequency of transit use.[27] Public and private development in historically underinvested areas is an opportunity to skill-up and employ residents who are not fully participating in the economy. Priority or local hire and workforce training agreements can ensure certain numbers of people from targeted areas or populations with high unemployment are trained and hired to not only build new projects but also be employed by the incoming businesses.[28]

Prioritize rectifying environmental justice issues while also fostering green industries and

17 San Francisco Bay Area Economic Prosperity Strategy

18 University of Southern California University Park Specific Plan and Development Agreement

19 City of Los Angeles' Consolidated Plan

20 Community Cornerstones, City of Seattle. Dudley Street Initiative, Boston.

21 Richmond General Plan 2030 Land Use and Urban Design element

22 PlaNYC, Million Trees Initiative. Turning Towards Equity, the Atlanta-based Partnership for Southern Equity

23 Seattle Pedestrian Master Plan Equity Map and Performance Measures

24 City of Portland North/Northeast Affordable Housing Preference Policy

25 City of Seattle Equitable Development Implementation Plan

26 The Equity, Environment and Jobs growth alternative of the Metropolitan Transportation Commission and the Association of Bay Area Governments

27 The Toll of Transportation, Northeastern University.

28 City of Seattle Priority Hire Ordinance and Program

pathways to employment.[29] The concentration of environmental hazards found more often in low-income communities has resulted in communities of color being more likely to live near heavy industry and pollutants. This exposure contributes to racial disparities in health outcome from infant mortality to life expectancy. Identifying and ceasing any current environmental justice issues is an immediate first step. Remediation of hazards requires an equitable distribution of mitigation investments to eliminate these burdens. Investments in environmental clean-up projects and more environmentally sustainable development practices are an opportunity to also increase economic opportunity, capacity building, and self-determination of these communities.

Strategy 4: Increase opportunities for low-income households of color to live in all neighborhoods.

Due to our past segregationist policies and current day practices that maintain these patterns, many neighborhoods with high performing schools and other quality services and amenities have disproportionally low percentages of low-income households and households of color who cannot afford the types of housing available in these areas. Limited housing choices and high desirability of these areas excludes communities of color and perpetuates segregation.

Increase housing choices for households of color. This can be done by identifying development and acquisition opportunities for affordable housing in higher cost neighborhoods,[30] coupled with re-zoning lower density single-family neighborhoods with access to services and amenities to allow for greater variety of housing types and price points. The full range of tactics for both affordable rental and homeownership should be employed as a top priority for the jurisdiction.

Invest in cultural institutions and capacity-building for communities of color. One potential unintended consequence of increasing housing choices in predominately white neighborhoods is the social and cultural isolation and assimilation of people of color as these areas desegregate. Investments in communities of color's social and cultural infrastructure should be coupled with the land use and housing investment approaches listed above. Additional investments in culturally-specific commercial enterprises will also serve to maintain community integrity and make sure diversifying neighborhoods meet all the needs of a diverse population.

More detailed policies and tools are provided in Table 1 below. For any of these to be successful there must be accountability for public institutions in the form of measurable goals that are publicly reported on and tied to performance expectations. Also, the institutions must have the urgency, commitment, and internal capacity to undertake this work. This means public commitments from elected officials and a workforce that reflects the community and is trained to deconstruct institutional racism. Resourcing these strategies sufficiently and supporting staff to implement them in partnership with community are critical to achieving equitable outcomes.

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29   Emerald Cities Collaborative. In Buffalo, NY, the Green Development Zone, organized by PUSH Buffalo

30   New York City Housing Plan

Table 1: Equitable Development Framework

Goal	Strategy	Policies & Tools
Strong communities and people	**Increase communities of color's capacity for self-determination**	Recruitment of diverse communities of color on boards and commissions (ex. planning and design commissions)
		Community outreach and engagement in governance and planning that reduces barriers to participation
		Capacity building investments in leaders, organizations, and coalitions
		Language access services and materials
		Participatory budgeting
		Integrate the arts and culture of diverse communities throughout city planning, development, and investment activities
		Government commitment to ending institutional racism
		Training for employees on deconstructing institutional racism, culturally relevant engagement, and conducing equity analysis
		Fair hiring, equal pay, and equitable promotion opportunities within the municipal workforce
	Anticipate and prevent displacement of vulnerable residents, businesses, and community organizations	Community controlled/owned development by community-based organizations
		Community workforce agreements and project labor agreements for public and private development (ex. priority or local hire requirements)
		Dedicated land acquisition and permanent funding for family-sized affordable rental housing
		Homeownership stabilization and foreclosure prevention programs
		Affordable housing program prioritization for displaced households
		Tenant protection policies include eviction protections, rent stabilization, relocation protections and assistance
		Prioritization of public land for affordable housing development
		Rental assistance and tenant legal services
		Licensing and zoning limitation on predatory, high-cost financial service providers
		Access to low-cost capital and financial services for residents, small businesses, and community organizations
		Mitigation and technical assistance programs for small local businesses and community organizations
		Fair housing and code enforcement
		Financing program and/or tenant right of first refusal policy to help residential or commercial tenants or community organizations purchase properties when landlords sell
		Minimum wage increases and wage-theft protections

Table 1: Equitable Development Framework (cont'd)

Goal	Strategy	Policies & Tools
Great places with equitable access	**Distribute the benefits and burdens of growth equitably**	Environmental justice, displacement risk, and health impacts analysis included in Environmental Impact Statements of planning processes Environmental mitigation funding targeted for low-income neighborhoods Public service and capital investment criteria that weights the needs of populations with the greatest racial disparities in outcomes Prioritize low-income neighborhoods with the greatest needs for public amenities (schools, parks, open spaces, complete streets, health care and other services Focused municipal procurement and contracting for entrepreneurs of color, immigrants, and triple-bottom-line businesses (e.g., cooperatives, social enterprises) Eliminate credit checks and criminal history questions on applications for jobs and housing in both the private and public sector Reduced cost or free transit passes for transit-dependent populations Pre-apprenticeship training on development and infrastructure projects
	Increase opportunities for low-income households of color to live in all neighborhoods	Affordable housing strategies in high opportunity neighborhoods including: - Inclusionary zoning, - development incentives, - multi-family zoning, and - public low-income housing development Local policy to implement the federal Affirmatively Furthering Fair Housing rule

200150B

The Haas Institute for a Fair and Inclusive Society at the University of California, Berkeley brings together researchers, community stakeholders, policymakers, and communicators to identify and challenge the barriers to an inclusive, just, and sustainable society and create transformative change. The Institute serves as a national hub of a vibrant network of researchers and community partners and takes a leadership role in translating, communicating, and facilitating research, policy, and strategic engagement. The Haas Institute advances research and policy related to marginalized people while essentially touching all who benefit from a truly diverse, fair, and inclusive society.

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JOINT CENTER FOR HOUSING STUDIES OF HARVARD UNIVERSITY

THE INGREDIENTS OF EQUITABLE DEVELOPMENT PLANNING

A Cross-case Analysis of Equitable Development Planning and CDFIs

JOINT CENTER FOR HOUSING STUDIES OF HARVARD UNIVERSITY

HARVARD GRADUATE SCHOOL OF DESIGN
HARVARD KENNEDY SCHOOL

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The opinions expressed in this PRO Neighborhoods report do not necessarily represent the views of Harvard University or JPMorgan Chase & Co.

AUTHOR

Alexander von Hoffman is a senior research fellow at the Joint Center for Housing Studies and lecturer at the Harvard Graduate School of Design.

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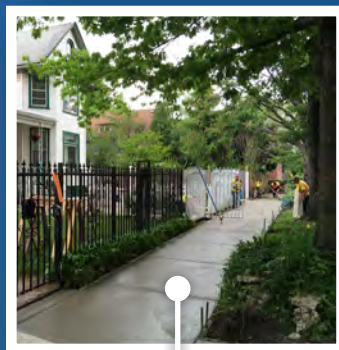
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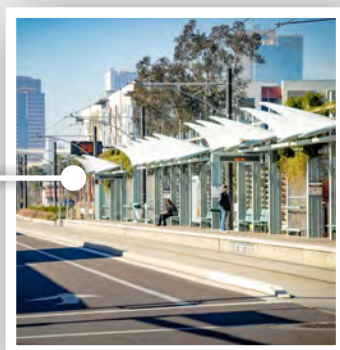
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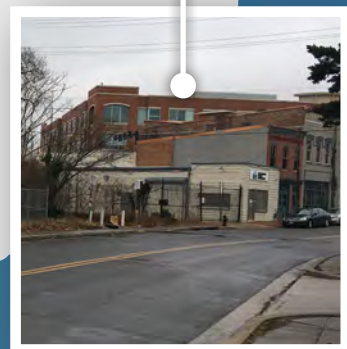
WASHINGTON, D.C.

EXECUTIVE SUMMARY

Equitable development is a new form of community development and urban planning aimed at revitalizing disinvested communities and ensuring that all residents of urban places can shape urban development and benefit from economic growth in an equitable fashion.

This report analyzes three current equitable development campaigns – in Washington, D.C.; Detroit, Michigan; and Phoenix, Arizona – involving nonprofit community development financial institutions (CDFIs) that received awards from JPMorgan Chase & Co. as part of its Partnerships for Raising Opportunity in Neighborhoods (PRO Neighborhoods) program.

The recent experiences of these efforts offer key preliminary lessons, including the following:

- The form that equitable development takes must reflect the prevailing social and economic conditions in each locale.

- Opportunity to start an equitable development project may arise from a catalytic event – such as the undertaking of a large infrastructure project – or a broad civic campaign.

- Leaders of equitable development campaigns should possess great enthusiasm for pursuing equitable development goals, the ability to adapt to circumstances, a willingness to consult with experts, and great patience.

- Equitable development planners should draw target-area boundaries by first studying and assessing local conditions.

- Setting an agenda of general and specific goals must begin with learning the wishes and needs of community residents.

- Equitable development planners should engage the community as early as possible.

- Equitable development requires accurate and relevant data from the first to the last – what gets measured gets done!

- Obtaining seed capital is critical to an equitable development effort in its infancy.

- To find funding for equitable development, leaders may take the

  - incremental approach of gradually building support and acquiring backers, or

  - the civic consortium approach, of partnering within an existing network of funders and agencies in a large-scale civic campaign.

- The diverse nature of equitable development requires different types of organizations to collaborate with one another to achieve complementary goals.

- Organizations that have worked with each other in the past are more likely to form effective collaborations.

- One organization with the capacity to do so should lead and coordinate the effort.

- In an equitable development campaign, CDFIs can play the roles of quarterback organization, lead financier, and/or community partner, as well as fill valuable transactional niches.

Although a relatively new concept, equitable development holds great promise as a form of planning and community development that can make communities of low- and moderate-income and minority people into places that provide economic opportunities, affordable living, and cultural expression for all residents.

Bringing about equitable development, however, is a complicated endeavor. Equitable development efforts have absorbed the techniques of several important past movements for social improvement, including equity planning, place-based and comprehensive community development, people-based asset building, smart growth and sustainable schools of regional planning, and the collective impact collaborative model of social action.

Applying the panoply of such techniques requires extraordinary commitment, persistence, flexibility, and organizational sophistication. The elements for successfully mobilizing forces for equitable development, this study shows, include seizing opportunities from large civic endeavors, choosing skilled leaders, tapping sympathetic experts, utilizing relevant data, and systematically engaging community residents. Successful efforts entail creating a collaboration of organizations and government agencies and then coordinating these entities to function effectively for a wide range of equitable development goals.

Given the newness of the equitable development movement, it will be critical for its practitioners to continue to use data to assess the accomplishments and shortcomings of their projects and programs in the years to come.

For the present, it is worth noting that despite the daunting challenges faced by their leaders, current equitable development projects reveal an exciting potential for shaping living environments that benefit people of all backgrounds and conditions.

◉ BRIDGE PARK COMMUNITY GARDENS

In 2017 Building Bridges Across the River in Washington, D. C., worked with local communities of faith and nonprofit organizations and some 250 volunteers to build and cultivate six Bridge Park Plots for growing healthy food.

Photo credit: Becky Harlan

INTRODUCTION

At a time of extreme inequality of income in the United States, many leaders in the nonprofit, public, and philanthropic sectors are looking to "equitable development" as a way to revitalize disinvested communities and help their low-income residents, especially in places where soaring real estate values threaten to displace existing low-income households and/or prevent new ones from moving in. While there are many definitions, the basic principles of this relatively new approach urge the adoption of projects, programs, and policies that low-income and minority people shape and that enable them to benefit from economic growth, social activities, and cultural life in their communities.

Yet because it is a relatively new idea, community development practitioners are still working out ways to achieve equitable development. They face three interrelated questions: What is equitable development? What does it look like in practice? And what do early efforts suggest are the best ways to carry it out?

This report attempts to answer these questions. It begins by examining the definition of equitable development and exploring the ways in which a variety of earlier approaches to planning and community development have informed the equitable development concept. The following sections draw on the recent experiences of several entities that are putting this new approach into practice today. These sections examine the origins and first steps of equitable development efforts; the essential keys to setting an agenda to change an urban environment; approaches to financing equitable development; and modes of organizational implementation. Within each section are sub-sections devoted to different aspects of the main topic, which are followed by a set of preliminary lessons or "take-aways" for practitioners.

The report is based on interviews with practitioners, publications on planning and equitable development, and reviews of scholarly articles, reports, and other accounts. In particular, the report draws on three current and ongoing campaigns for equitable development, including collaborative efforts that received awards from the Partnerships for Raising Opportunity in Neighborhoods (PRO Neighborhoods) program. This program, which was launched by JPMorgan Chase & Co. in 2013, awards three-year grants to groups of community development financial institutions (CDFIs) that form innovative partnerships to enhance opportunities for low- and moderate-income Americans and to revitalize distressed neighborhoods. As such, the cases examined here involve CDFIs, and the report addresses the potential of these nonprofit lending organizations to deploy capital in the cause of equitable development.

MOVING FOR EQUITABLE DEVELOPMENT

In Detroit's West Village neighborhood, a mixed-use development will arise on the site of this house and the empty land around it.

EMERGENCE OF THE EQUITABLE DEVELOPMENT CONCEPT

HISTORICAL ROOTS

The definitions of equitable development vary, although they have much in common. To the urban planner Carlton Eley, equitable development is "an approach to meet the needs of underserved communities and individuals through projects, programs, and/or policies that reduce disparities while fostering places that are healthy, vibrant, and diverse."[1]

Other definitions of equitable development include these goals but emphasize the participatory process, while specifying the types of people who should gain from the effort. Community leaders in Pittsburgh, in meetings convened by PolicyLink and other organizations, elaborated that it was a "development strategy that ensures everyone participates in and benefits from the region's economic transformation – especially low-income residents, communities of color, immigrants, and others at risk of being left behind." They added that equitable development efforts should strive to eliminate racial inequities, allow lower-wealth residents to live in healthy, safe neighborhoods that reflect their culture, provide them with economic opportunities, and enable the residents to influence decisions that affect their neighborhoods.[2]

To meet the goals equitable development, leading practitioners feel, requires analytical investigation,

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1. Carlton C. Eley, "Equitable Development: Untangling the Web of Urban Development through Collaborative Problem Solving," *Sustain* 21 (Fall/Winter 2009/2010), 5. A recent EPA definition closely follows Eley's definition: https://www.epa.gov/environmentaljustice/equitable-development-and-environmental-justice.

2. Sarah Treuhaft, *Equitable Development: The Path to an All-In Pittsburgh* (PolicyLink, 2016), 4.

adaptable strategies, and varied methods of implementation. Noel Poyo, the executive director of National Association for Latino Community Asset Builders (NALCAB), explains that the approach of equitable development is first, to comprehend the important economic and social factors; second, to be flexible and perspicacious in devising ways to help residents of low-income communities; and third, to use a wide array of financing tools, development instruments, and organizational techniques to create "outcomes that people want in their neighborhood."[3]

However it is defined, the concept of equitable development inherits and extends ideas and approaches developed over the last 50 years in the fields of urban planning and community development.

Equitable development is a type of community development, a field that emerged in the 1960s when locally organized agencies, usually nonprofit community development corporations, began to carry out programs aimed at improving inner-city low-income neighborhoods – then referred to as "slums" and "racial ghettos" – and the lives of the people who lived in them.[4] In its ideal form, this "place-based" approach dealt with many issues, a legacy of many urban improvement efforts including the "comprehensive community action programs" of Lyndon Johnson's War on Poverty.[5] A key component of the community action program was "maximum feasible participation" of low-income people in any programs affecting them, a principle that later became fundamental to equity planning and, more recently, equitable development.[6]

Beginning in the 1990s, the community development field went in two directions, toward "people-based"

and "place-based" programs, both of which influenced equitable development planning. People-based programs would build individuals' financial assets or move people to well-to-do neighborhoods with high-quality schools and good jobs. In the other direction, "place-based" community development adopted a specifically "comprehensive" approach: reaching beyond a single type of program, such as housing, the comprehensive initiatives took on projects dealing with a wide-range of issues, which could include safety, education, health, social services, employment, and community organizing, albeit usually some but not all of these.[7] Equitable development advocates have embraced *both* individual opportunity programs and comprehensive community development schemes.

Equitable development is also a form of urban planning. The concept descends from what has been called variously advocacy, equity, or equitable planning, which professional planners adopted in reaction to postwar urban renewal and highway policies that disproportionately destroyed low-income and minority neighborhoods. Starting in the 1970s, city officials in cities such as Cleveland began representing the interests of low-income and minority city dwellers in their city's plans, a radical departure from the earlier practice of considering only the welfare of downtown businesses and affluent taxpayers. Foreshadowing the practice and language of equitable development, planners such as Norman Krumholz called for "equity planning" in American cities.[8]

By the early 2000s, the term "equitable development" was being used to describe a type of regional planning aimed specifically at furthering social justice. In 2001

3. Noel Poyo, telephone interview with author, San Antonio, Texas, March 5, 2018.

4. The term "slum" was ubiquitous; for use of the term "racial ghetto" (later shortened in common usage to "ghetto"), see Chapter 6, "The Formation of the Racial Ghettos," in *Report of the National Advisory Commission on Civil Disorders* (New York: E.P. Dutton, 1968).

5. Lyndon B. Johnson, "Remarks Upon Signing the Economic Opportunity Act," August 20, 1964.

6. Economic Opportunity Act of 1964, P.L. 88-452, Title II, Part A, Section 202.

7. Alexander von Hoffman, "The Past, Present, and Future of Community Development," in Nancy O. Andrews and David J. Erickson, eds., *Investing in What Works for America's Communities* (San Francisco: Federal Reserve Bank of San Francisco and Low Income Investment Fund, 2012), 10-54.

8. Norman Krumholz and John Forester, *Making Equity Planning Work* (Philadelphia: Temple University Press, 1989); Robert Mier, *Social Justice and Local Development* (Beverly Hills: Sage, 1993); Pierre Clavel, "The Evolution of Advocacy Planning," *Journal of the American Planning Association* 60, no. 2 (Spring 1994): 146-49; Karilyn Crockett, *People before Highways: Boston Activists, Urban Planners, and a New Movement for City Making* (Amherst, MA: University of Massachusetts Press, 2018).

Angela Glover Blackwell, the founder of the research and advocacy organization PolicyLink, deployed the phrase apparently for the first time in the currently understood sense. Blackwell proposed equitable development as a more socially conscious version of the school of "smart growth" planning, which aimed to reverse suburban sprawl and the distribution of wealth that favored affluent white suburbs over disinvested inner-city minority neighborhoods. She defined equitable development as a strategy for balanced economic growth throughout metropolitan areas. "Regions," Blackwell asserted, "rather than cities or inner cities, are the arenas in which to address equitable development."[9] PolicyLink has produced numerous reports and descriptions of programs that promote equity in regions.

By 2004, PolicyLink had devised a working definition for regional equitable development. "Equitable development," wrote the authors of a manual for advocates of social and economic fairness, "seeks to ensure that residents in all communities in a region can participate in and benefit from economic growth and activity." To do this, the manual recommended, advocates should build coalitions following four guiding principles:

- Promote policies and programs to help both places and the people who live in them;

- Adopt strategies to reduce local and regional disparities in income, wealth, and access to opportunity;

- Channel investments to generate the "double-bottom line" of economic returns and community benefits; and

- Enable community residents and leaders to participate meaningfully in decisions pertaining to their communities.[10]

The advocates of equitable development thought regionally but acted locally to help residents of disinvested low-income neighborhoods. To achieve their goals, advocates of equitable development looked to local governments and community development corporations and other local nonprofit groups that pursued "economic inclusion" by such means as targeted hiring practices, minority-owned small business development, and improving minimum wages and benefits for workers. Advocates also recommended using community development tools such as community land trusts, vacant property acquisition for affordable housing development, and individual development accounts.

An essential step in bringing equity to regions is collecting data on their demographics, economies, employment, education, housing, and transportation, with an eye to the disparities between different population groups. PolicyLink, for example, has published a series of "equity profiles" that compiled such data for different regions ranging from the Detroit metropolitan area to Fairfax County, Virginia.[11]

Although equitable development planning was meant to correct the imbalance in wealth and opportunity between suburbs and the inner city, the movement also came to be seen as a way to protect the low- and moderate-income residents of urban neighborhoods from the effects brought about by the influx of the well-to-do and

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9. Angela Glover Blackwell, "Promoting Equitable Development," *Indiana Law Review* 34 (2001): 1276 and 1282 (quotation).

10. The principles are paraphrased from PolicyLink, Advocating for Equitable Development (2004); the quotation appears on page 5.

11. *Community Based Initiatives Promoting Regional Equity: Profiles of Innovative Programs from Across the Country* (PolicyLink, 2000), http://www.policylink.org/resources-tools/community-based-initiatives-promoting-regional-equity; Sarah Treuhaft and Victor Rubin, "Economic Inclusion: Advancing an Equity-Driven Growth Model" (Big Ideas for Job Creation Project, PolicyLink, 2010), https://www.policylink.org/sites/default/files/4A_TREUHAFT_RUBIN_POLICYLINK_REPORT_SECTORAL_INDUSTRY.PDF; *An Equity Profile of the Detroit Region* (PolicyLink, 2015), http://www.policylink.org/resources-tools/an-equity-profile-of-detroit; An Equitable Growth Profile of Fairfax County (PolicyLink, 2015), https://www.fairfaxcounty.gov/topics/sites/topics/files/assets/documents/pdf/equitable-growth-profile-report.pdf; Blackwell, "Promoting Equitable Development," 1278-79, 1284-89; Janis Bowdler, Henry Cisneros, and Jeffrey Lubell, *Building Equitable Cities: How To Drive Economic Mobility and Regional Growth* (Washington, DC: Urban Land Institute, 2017).

◉ DIVERSE URBAN REVIVAL

Detroit developer Clifford Brown at the construction site of The Coe, a mixed-use mixed-income building completed in November 2017. It was the first new project to be built in the West Village neighborhood in decades.

steep increases in real estate values. Generally known as gentrification, the nature and effect of such changes are complex and debated, but many people believe that gentrification threatens to displace existing residents, prevent people of modest incomes from moving to certain neighborhoods, and deprive minority residents of their cultural communities.[12] Equitable development efforts have aimed to prevent these effects of gentrification by helping low-income and minority residents to remain and thrive in changing neighborhoods, first and foremost by enabling the residents to participate fully in the planning for their communities.

Despite the early aspirations to transform entire regions, there have been few attempts to do so. The social and economic complexity of regions and the lack of strong regional planning authorities in the United States militate against metropolitan-wide drives. In addition, although many low-income housing developers work across regions or even in different parts of the nation, community development agencies have tended to be place-based, that is, focused on one or more neighborhoods.

Thus, most equitable development campaigns so far have operated in smaller territories within metropolitan areas. Some have been city-wide efforts, such as the Atlanta Belt Line Equitable Development Plan in Georgia, started in 2009, and the City of Seattle's ambitious Equitable Development Implementation Plan of 2016. Describing what he considered equitable development at the neighborhood level, Carlton Eley pointed to specific projects as examples: Bethel Center, a multi-purpose

community facility in the West Garfield neighborhood of Chicago; Fruitvale Village, a mixed-use development of retail spaces, offices, and apartments in Oakland, California; and Fall Creek Place, a once largely abandoned neighborhood in Indianapolis that was rebuilt with high proportions of affordable housing.[13] Reflecting this focus, the National Association for Latino Community Asset Builders (NALCAB) in 2018 published a useful guide to help nonprofit practitioners carry out different types of equitable development projects in neighborhoods and cities.[14]

COLLECTIVE IMPACT

Whether pursued in regions, cities, or neighborhoods, equitable development generally entails carrying out multiple projects simultaneously. In this regard, it shares certain features with "collective impact," the latest incarnation of the comprehensive approach to community development. Both equitable development and collective impact are based on the idea that since social problems, particularly those associated with low-income neighborhoods, have many causes, their solution requires a multifaceted cross-sector approach. The best-known examples of "Collective Impact Initiatives," explain John Kania and Mark Kramer, managing directors of FSG Social Impact Advisors, are defined by "long-term commitments by a group of important actors from different sectors to a common agenda for solving a specific social problem." By definition, collective impact efforts are collaborations among many parties – nonprofit organizations, for-profit firms, and government agencies. Ideally the cross-sector collaborators take on different, mutually reinforcing

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12. Research on gentrification is voluminous, but one recent salient finding is that while some urban neighborhoods gentrify, others in the same city remain poor. Recent discussions include Rachel Bogardus Drew, "Gentrification: Framing Our Perceptions" (Enterprise Community Partners, 2018), https://www.enterprisecommunity.org/resources/gentrification-framing-our-perceptions-7602; Miriam Zuk, Ariel H. Bierbaum, Karen Chapple, Karolina Gorska, and Anastasia Loukaitou-Sideris, "Gentrification, Displacement, and the Role of Public Investment," *Journal of Planning Literature* 33, no. 1 (2018): 31-44; Jackelyn Hwang and Robert J. Sampson, "Divergent Pathways of Gentrification: Racial Inequality and the Social Order of Renewal in Chicago Neighborhoods," *American Sociological Review* 79, no. 4 (2014): 726-51.

13. Atlanta BeltLine Partnership, "An Atlanta Beltline for All: Equitable Development Assessment" (2013); City of Seattle Office of Planning and Community Development, "Equitable Development Implementation Plan" (2016); Eley, "Equitable Development," 3-12.

14. National Association for Latino Community Asset Builders (NALCAB), *Guide to Equitable Neighborhood Development* (NALCAB, 2018), available at https://3ggt5b182jne4bbuo822a8hi-wpengine.netdna-ssl.com/wp-content/uploads/2018/02/END-Toolkit-2.pdf.

activities, coordinating and communicating constantly. Nonetheless, a single "backbone" or "quarterback" type of organization is necessary to guide and support a collective impact initiative. During the entire operation, Kania and Kramer stress, funders and participants must collect data to understand the problem and measure the results.[15]

Like the collective impact approach, equitable development planning, both in theory and practice, takes a multifaceted approach based on data to social problems. It too is comprised of diverse collaborators led by a quarterback-type of organization, all of whom are committed to a common agenda.

The equitable development collaborations we examined combined public and private sectors by including nonprofit groups and government agencies. Directed by a lead organization, the participating groups fashioned and pursued a common agenda. The agenda of equitable development collaborations, however, goes beyond the collective impact theory's targeting a "specific social problem" to attack several problems, albeit occurring in specific places. [16]

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15. FSG is a "mission-driven consulting firm," which advises "corporate, foundation, and nonprofit/NGO leaders." John Kania, and Mark Kramer, "Collective Impact," *Stanford Social Innovation Review* 9, no. 1 (Winter 2011): 36–41, esp. 39; for FSG, https://www.fsg.org/about.

16. Kania and Kramer, "Collective Impact," 36.

CASES OF EQUITABLE DEVELOPMENT PLANNING WITH CDFIS

To better understand the ingredients of successful equitable development planning we examined and compared three current and ongoing campaigns that included collaborations of CDFIs that received PRO Neighborhoods awards from JPMorgan Chase & Co. These awardees are Equitable Development at the 11th Street Bridge Park in Washington, D.C.; the Detroit Strategic Neighborhood Initiative in Detroit, Michigan; and Adelante Phoenix in Arizona. In addition, we supplemented these cases with information from two other PRO Neighborhoods awardees, which were smaller in scale but whose collaborations offered relevant comparisons to larger efforts. These are the Chicago CDFI Collaborative in Chicago, Illinois, and the Urban-Rural Kentucky Collaborative, carried out in Lexington, Louisville, and Millersburg, Kentucky. (See pages 14 and 15 for a description of each of these collaborations.)

The following sections draw on these cases to analyze

- first, the beginnings of equitable development efforts, focusing on urban environments, origins of the campaign, qualities of leadership, and choice of target geographies;

- second, agenda setting, including the need to acquire knowledge through data and utilize technical expertise and community knowledge;

- third, financing equitable development, using the incremental and civic consortium models; and

- fourth, modes of implementation, including the role of organizational collaborations, lead organizations or "quarterbacks" to coordinate the collaboration, the value of working with experienced partners, and the special ways that CDFIs can deploy capital for equitable development.

LARGE-SCALE EQUITABLE DEVELOPMENT PRO NEIGHBORHOODS AWARDEES

EQUITABLE DEVELOPMENT AT THE 11TH STREET BRIDGE PARK

- The Equitable Development at the 11th Street Bridge Park collaboration is one part of a broad-based civic campaign to build a new park on the pylons of the old 11th Street Bridge in Washington, D.C. The partners hope to build connections between DC residents on opposing sides of the river, and to lift up the disadvantaged Anacostia neighborhood. $5 million award, 2017 awardee cohort.

- **Building Bridges Across the River (BBAR)**, which is not itself a CDFI, is the lead partner and houses as a subsidiary the 11th Street Bridge Park organization, which coordinates the various efforts of its many equitable development partners. Skyland Workforce Center, another BBAR project, provides workforce training.

- **Washington Area Community Investment Fund, Inc.** (WACIF) provides loans and training for small businesses.

- **City First Enterprises, Inc.** is creating a community land trust to prevent displacement.

DETROIT STRATEGIC NEIGHBORHOOD INITIATIVE

- Following on the successful revitalization of a depressed area adjacent to downtown Detroit, the Detroit Strategic Neighborhood Initiative is taking some of the same strategies to three of Detroit's challenged "tipping point" neighborhoods: Southwest Detroit, Livernois-McNichols, and West Village. $5 million award, 2016 cohort.

- **Invest Detroit** has led the initiative, engaging with community groups and residents to identify priorities and projects and working with the City of Detroit to coordinate infrastructure improvements and land acquisition.

- **Detroit Development Fund** assists small businesses with both loans and technical assistance.

- **Opportunity Resource Fund** (OppFund) provides nontraditional mortgages, which can include funds for home rehabilitation, to potential homeowners who do not qualify for a traditional mortgage.

ADELANTE PHOENIX

- Adelante Phoenix pursues equitable transit-oriented development that aims to support the low-income people and places situated along metropolitan Phoenix's new light rail transit system. $6 million award, 2013 cohort.

- **Raza Development Fund** (RDF) leads the collaboration and provides the largest loans, including real estate development loans, and offers financial support and loan guarantees to partner CDFIs.

- **Neighborhood Economic Development Corporation** (NEDCO) supports small businesses with loans and technical assistance, including intensive training for very small-scale entrepreneurs.

- **MariSol Federal Credit Union** (MariSol) provides consumer loans, including a short-term credit alternative to payday loans.

- **Trellis** collaborates with MariSol on a mortgage product that includes mandatory – and free – home ownership counseling.

PRO NEIGHBORHOODS AWARDEES WITH EQUITABLE DEVELOPMENT FEATURES

CHICAGO CDFI COLLABORATIVE

- To address the shortage of affordable housing that exists amid an excess of derelict and abandoned residences, the Chicago CDFI Collaborative launched a campaign to foster the acquisition, rehabilitation, and sale of distressed 1-4 unit residential buildings. Working with small-scale investors, members of the collaborative offer multiple types of financing in selected low-income neighborhoods. $5 million award, 2014 cohort.

- **Community Investment Corporation** (CIC) is the lead partner; it acquires distressed properties and finds potential investors to rehabilitate the buildings.

- **Chicago Community Loan Fund** (CCLF) provides purchase and rehabilitation loans to investors. Once an investor has done several of these deals, CIC can also offer take-out financing.

- **Neighborhood Lending Services, Inc.** (NLS) provides purchase and rehabilitation loans to owner-occupants.

URBAN-RURAL KENTUCKY COLLABORATIVE

- The members of the Urban-Rural Kentucky Collaborative are fighting economic and physical deterioration in targeted neighborhoods in the cities of Lexington and Louisville, Kentucky, as well as across two rural counties and the small town of Millersburg, Kentucky. $2.6 million award, 2015 cohort.

- **Community Ventures Corporation** serves as the lead partner, making mortgage and small business loans, and leading residential and commercial development projects.

- **Kentucky Highlands Investment Corporation** (KHIC) operates in rural areas, where it offers small business loans and helps owners of mobile homes to purchase the land under their homes and/or build new single-family houses.

- **Federation of Appalachian Housing Enterprises** (Fahe) provides mortgages in rural areas and outreach on affordable housing options.

◉ A DREAM COME TRUE

Grace and Chris McKenzie grew up in impoverished rural Kentucky, but with the help of Fahe, a partner in the Urban-Rural Kentucky Collaborative, have realized their long-time dream of homeownership.

Photo credit: Fahe

TO BEGIN EQUITABLE DEVELOPMENT

URBAN ENVIRONMENTS

Any approach to equitable development must at the outset consider the socio-economic character of the place in which it will be carried out. The circumstances of a city or region affect not only the goals of the plan but the opportunities available for carrying it out. Hence, it is worth noting that the locations of equitable development campaigns vary in important ways.

With a roaring economy and high-end development, Washington, D.C. would serve well as a poster-child of a gentrifying city, which fits one model of equitable development. It was the hope of harnessing economic and physical growth that inspired the idea of equitable development planning so as to benefit, not harm, low-income residents of booming areas. In the 11th Street Bridge Park plan for equitable development, the goal has been to channel benefits from economic growth to historically marginalized populations while preserving the culture and history of low-income neighborhoods.

Although most urban centers in the United States seem to be thriving, many are not. In contrast with Washington, numerous neighborhoods in Detroit and on the South Side of Chicago, where equitable development projects have occurred, are economically depressed areas with high rates of abandoned or empty properties and relatively little upscale development. When they began, the

A HOME RESTORED

On the South Side of Chicago, a tenant stands in front of her new home, with the members of the Chicago CDFI Collaborative who helped acquire and rehabilitate it (left to right) Andre Collins, Community Investment Corporation, Scott Allbright, investor and rehab specialist, and Steve Schaffer, federal Neighborhood Stabilization Initiative program.

Photo credit: Gordon Walek

architects of the Detroit Strategic Neighborhood Initiative felt it was less necessary to protect disadvantaged people from runaway growth than to generate development – redeveloping deteriorated buildings and filling in empty spaces with buildings and activities that would benefit low-income residents of the community.[17] According to NALCAB, such places need revitalization, meaning new public and private investment, as opposed to gentrification, high-end development that renders it difficult for existing residents to remain or for people who resemble them in income or cultural background to move in. The trick, of course, is to anticipate and react to a shift from revitalization to gentrification.[18]

Economically dynamic regions leave large portions of their population lagging behind. The Phoenix metropolitan area is flourishing, generating jobs and attracting new residents faster than many other areas of the country, but it also has a high concentration of low-wage jobs and rates of poverty higher than the national average. Within the dispersed Phoenix metropolitan area, the Adelante Phoenix collaboration varied its strategies widely, from providing low-income people with short-term loans to helping small businesses by promoting place-making campaigns and offering financial consulting.[19]

Any equitable development effort must consider and act upon fundamental issues of race and ethnicity. From the earliest days, racial attitudes and behaviors have shaped and defined – one might say distorted – the physical, economic, and social environment of American cities. The nation's capital has a long history of racial oppression and discrimination, even though it has also offered economic

opportunities to some African Americans. Under the banner of urban renewal, the District of Columbia (and the U.S. Congress) demolished the homes and businesses of countless black Washingtonians. The effects of urban renewal, the dispersion of African Americans over the last several decades from the city of Washington to its metropolitan area, and the gentrification of formerly working-class neighborhoods has raised fears that once again whites will displace blacks from their homes and neighborhoods. Detroit also has a deeply troubled racial history, punctuated by extremely violent disorders, and racial and class discrimination has contributed to both the collapse of investment in much of the city and the devastating out-migration first of whites and then of blacks. In the Phoenix metropolitan area as well as the American Southwest generally, bigoted and discriminatory actions have been aimed at those of Mexican or other Hispanic backgrounds. As a result, low-income neighborhoods, or barrios, lack the services, good housing, and financial investment found in more white and prosperous areas. In attempting to better places and help people, equitable development efforts must confront the problems created by racial prejudice and discrimination. As the equitable development cases demonstrate, this means specifically targeting the population groups who bear the burden of past and present discrimination.

KEY LESSONS

- The form that equitable development takes must reflect the prevailing social and economic conditions in each locale.

- Equitable development planners should take the time and effort to understand their communities well and devise their goals and strategies accordingly.

17. In 2018, the city government unveiled an Affordable Housing Leverage Fund to preserve and build housing affordable to low-income people both to help revitalize neighborhoods and to ensure the availability of such housing as housing markets recover in the future.

18. NALCAB, *Guide to Equitable Neighborhood Development*, 5-6.

19. Joint Center for Housing Studies of Harvard University, *PRO Neighborhoods Case Study: Adelante Phoenix!* (Cambridge, MA: Harvard University, 2017).

ORIGINS

How does an equitable development program begin?

In the projects we studied, either a catalytic event – such as the undertaking of a major infrastructure project – or an ongoing civic campaign sparked an effort for equitable development. In Washington the catalytic event was the District of Columbia's Department of Transportation's 2009 decision to replace the 11th Street Bridge, which then led to a further decision by the city's planning department to create a park around the bridge. In Detroit, in contrast, equitable development planning arose from long-term efforts by philanthropic foundation officers, government officials, and others to revive a city that had been in economic, political, and demographic crisis. More immediately, the city government – including the Mayor's office and the Housing and Revitalization and Planning and Development Departments – joined forces with the Invest Detroit Foundation (Invest Detroit) to create the Strategic Neighborhood Fund, which enlisted public, private, and philanthropic entities to revitalize eight-to-fifteen-block sections of three selected neighborhoods. In the case of Phoenix, Arizona, both a civic campaign and a catalyst of a large infrastructure project gave rise to equitable development. In Arizona numerous government, educational, and philanthropic institutions launched a civic campaign for "smart growth" regional planning, which then spun off an equitable development effort focused on the development possibilities created by the construction of a 20-mile-long light rail transit line.

These are cases of large-scale efforts, but other community development projects suggest that equitable development is or could be pursued on a smaller scale. In the Russell neighborhood in the West End of Louisville, for example, Community Ventures of Kentucky, a CDFI, after observing conditions and listening to neighborhood residents' concerns about employment and the need for a community gathering place, sought to generate jobs as well as replace the neighborhood's only restaurant, a popular community haunt that had recently closed, by developing a commercial building as a food industry incubator with a restaurant. Yet it has also been partnering with the city and alongside a local nonprofit

housing organization to stabilize the neighborhood by building single-family homes for moderate-income buyers. In addition, Community Ventures has worked with the Louisville city government on policies ranging from land use to stopping crime. Such small efforts that closely reflect community wishes and accurate market data, NALCAB director Noel Poyo believes, will be more durable than a large project whose main attribute is popularity with philanthropic funders.[20]

Indeed, strong community development corporations around the country pursue wide-ranging agendas that often coincide with equitable development goals. To take just one example, the New Kensington Community Development Corporation in Philadelphia, Pennsylvania mobilizes residents of the area in which it works to help set its agenda. This CDC provides not only housing services, but also financial literacy training; business assistance that includes promoting the arts; real estate development including the conversion of former factories; and neighborhood planning, in which residents and businesses create plans that the community then works with the city government and developers to realize.[21]

KEY LESSONS

- Opportunity for starting an equitable development project may arise from a catalytic event – such as the undertaking of a large infrastructure project – or a civic campaign.

- Leaders of nonprofit community development organizations and other agencies who want to pursue a full equitable development plan should join or start large-scale campaigns of the sort that are likely to attract government departments, nonprofit groups, and philanthropic foundations.

- That said, the lack of a large-scale campaign need not deter would-be equitable development planners. Numerous community development efforts in the past and present have pursued all or some of the goals of the equitable development movement on a small scale.

20. Kevin Smith, telephone interview with author, Lexington, Kentucky, March 6, 2018; Poyo, interview.

21. http://www.nkcdc.org/.

LEADERSHIP

The mere occurrence of an event or campaign was not sufficient to create a movement for equitable development: far-sighted leaders were necessary to take advantage of the opportunities.

In the case of the 11th Street Bridge Park, the resourceful head of the District's planning department, Harriet Tregoning, imagined the area of the bridge as a publicly owned park that would provide a place for active and environmental recreation and the arts for citizens on both sides of the Anacostia River, and during a purely happenstance conversation encouraged Scott Kratz, then vice president of education at the National Building Museum, to take on the project. After exploring the possibilities, Kratz became an indefatigable leader of the effort. No less important, though operating behind the scenes, was the leadership of Oramenta Newsome, who as executive director of the Local Initiatives Support Corporation (LISC) Washington, D.C., advised and supported the effort from the start.[22]

In Phoenix, Mark van Brunt, the chief operating officer of the Raza Development Fund (RDF), and Teresa Brice, executive director of LISC Phoenix, envisioned the possibilities of promoting development along the metropolitan area's new light rail that would include affordable housing, health clinics, and cultural centers.[23]

In Detroit, Invest Detroit, under its president David Blaszkiewicz, hoped to build on the successes it and partner organizations had in stimulating investments and businesses in Midtown, an area located north of downtown and including Wayne State University. To coordinate revitalization efforts in different low-income neighborhoods, Invest Detroit hired a seemingly unlikely candidate for such a job, the former director of baseball

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22. Mary Bogle, Somala Diby, Eric Burnstein, with Maia Woluchem and Jay Dev, "Equitable Development Planning and Urban Park Space" (Urban Institute, 2016), 6-7; Scott Kratz, "D.C's 11th Street Bridge Park: Transforming Infrastructure into Civic Space," *The Planning Report* (October 2014) ," https://www.planningreport.com/2014/10/02/dcs-11th-street-bridge-park-transforming-infrastructure-civic-space.

23. Teresa Brice-Heames, Loeb Fellowship presentation, Harvard University, October 24, 2015, https://www.youtube.com/watch?v=mZSoOUtbClU&feature=youtu.be.

A BRIDGE TO EQUITABLE DEVELOPMENT

In Washington, D.C., piers built off the new 11th Street Bridge will support a multi-feature community-oriented park facility.

operations for the Detroit Tigers major league baseball team. Mike Smith, however, brought to the position of director of neighborhood strategies a Detroiter's passion for rebuilding the city – he and his wife purchased a fixer-upper home in one of Invest Detroit's target-area neighborhoods – exceptional social skills, and an ability to listen to and work with community members and organizations.[24]

KEY LESSONS

Successful equitable development campaigns require resourceful leaders. In the cases studied here, the leaders had these characteristics in common:

- a strong conception of equitable development;

- boundless energy and enthusiasm for pursuing equitable development goals;

- flexibility – the ability to adapt to circumstances and the wishes of residents, even if these were unexpected;

- willingness to consult with experts, including staff members of local nonprofit organizations; and

- great patience, as it may take years to see elements of the campaign come to fruition.

24. Invest Detroit, "About Us," https://investdetroit.com/about-us/; Michael Smith, interview with author, Detroit, Michigan, May 25, 2018; Kathi Kucharski, interview with author, Detroit, Michigan, May 25, 2018; Timothy Thorland, interview with author, Detroit, Michigan, May 25, 2018.

TARGET GEOGRAPHIES

With an understanding of the overall terrain, equitable development planners must decide what will be their specific area or areas of operations.

Although the early proponents of equitable development conceived of planning throughout a metropolitan region, the equitable development efforts we examined operated in comparatively small- to medium-sized geographic territories within regions. In the District of Columbia, the 11th Street Bridge Park Impact Area fell within the city limits and was relatively compact. First delineated as an area to study to understand local conditions, the impact area consisted of the territory on both sides of the Anacostia River within a one-mile radius of the bridge crossing.[25]

Other equitable development plans covered not a contiguous territory but multiple scattered areas. The Detroit Strategic Neighborhood Initiative started with three neighborhoods – Southwest Detroit, Livernois-McNichols, and West Village – located several miles from one another, and is now expanding to seven other dispersed neighborhoods. At a still larger scale, Adelante

25. Bogle et al., "Equitable Development Planning and Urban Park Space," 11.

HAVING FUN, BUILDING COMMUNITY

T'Chaka Sapp, Deputy Director of Constituent Services for the Ward 8 member District of Columbia City Council, has a laugh at the 11th Street Bridge Park's Harvest Festival in October 2017.

Photo credit: Becky Harlan

Phoenix organized its efforts along a five-mile stretch of a newly built light rail line, carrying out programs in three different cities, Phoenix, Tempe, and Mesa. Yet the Adelante Phoenix programs largely focused on particular sections within the territory adjoining the new light rail line.

In drawing the boundaries of their target areas, the leaders of equitable development efforts take particular circumstances into account. The 11th Street Bridge Park principals decided, after researching the demographics and housing in the impact area, to use the development of the adjacent park to connect the affluent and less-well-off communities west and east of the river, respectively. In order to reinforce their revitalization efforts on Chicago's South and West Sides, the members of the CDFI Collaborative chose to acquire and restore financially troubled residential properties in or near the 13 neighborhoods where the City of Chicago operates an anti-foreclosure project (the Micro-Market Recovery Program).[26]

Equitable development planners, however, do not feel obliged to adhere rigidly to draw target-area boundaries they create. Instead they may let opportunity influence where they carry out their programs, especially those involving real estate development. In the booming District of Columbia, for example, one of the 11th Street Bridge Park partners, City First Homes, the workforce housing branch of City First Enterprises, jumped at the opportunity to work with the National Housing Trust to help the tenants of Savannah Apartments purchase their privately owned 65-unit building, even though it was located just outside the 11th Street Bridge Park Impact Area. Because the Savannah was near a metro station in Congress Heights and a massive redevelopment project, if private for-profit owners were to purchase it, they would likely hike rents drastically

or convert the apartments to expensive condominiums, which would put them out of reach of most east-of-the-river residents. Hence, ensuring that this property, even after renovations, will continue to be affordable to low- and moderate-income tenants fulfilled the equitable development mission of the 11th Street Bridge Park.[27]

Indeed, some program activities by necessity spill out of the target area. Job training, for example, might begin with residents of the target area, but to enroll enough people to make a program practical may require pulling in participants from a wider area. The jobs themselves may be located some distance away, and access to them may depend on regional transportation systems.[28]

KEY LESSONS

To draw target-area boundaries for equitable development, then, planners should study and assess local conditions including:

- demography, economy, geography, and available transportation
- the location of complementary community development programs, and
- the location of economic, education, housing, and other opportunities to help low-income residents.

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27. A consortium of the National Housing Trust Community Development Fund – City First Enterprises, Housing Partnership Fund, The Reinvestment Fund – made an acquisition bridge loan of $7.1 million, and a local foundation provided a grant of $500,000. James Steck, telephone interview with author, March 2, 2018; "NHT-Enterprise Acquires Savannah Apartments," NHT-Enterprise Spring Update: Acquisitions and Awards, May 21, 2018, http://www.nationalhousingtrust.org/news-article/nht-enterprise-spring-update-acquisitions-and-awards.

28. The author is indebted to Mary Bogle for this insight. Personal communication with author.

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26. Joint Center for Housing Studies, *PRO Neighborhoods Case Study: Chicago CDFI Collaborative* (Cambridge, MA: Harvard University, 2017), 10, http://www.jchs.harvard.edu/research-areas/working-papers/pro-neighborhoods-case-study-chicago-cdfi-collaborative.

ARTS AND CULTURE HELP MAKE DEVELOPMENT EQUITABLE

Anika Hobbs, owner of the Nubian Hueman boutique in Washington's Anacostia neighborhood, helps plan equitable development at an arts and cultural community meeting, Anacostia Arts Center, summer 2018.

Photo credit: LISC DC

SETTING THE AGENDA

DIFFERENT ROUTES TO THE PLAN

Setting the agenda for an equitable development campaign is a many-layered and an ongoing process as the planners adjust to circumstances. It requires establishing the overall goals of the effort, determining the areas of activity that will advance the campaign toward those goals, and then deciding what specific steps – such as programs or projects – to take in the different areas.

The 11th Street Bridge Park effort provides the most complete example of the cases studied here. After a two-year period of discussions with community residents and leaders about the concept of the park, in 2014 the Bridge Park staff conducted a nation-wide competition for a design that would incorporate the local community's program ideas into a park. The overall goals for the park were to:

- create a healthy community by establishing a safe place for residents to exercise and play

- connect the community with the Anacostia River

- reconnect the neighborhoods of Anacostia / Fairlawn and Capitol Hill / Navy Yard and

- generate new jobs and economic activity.

To meet the first three goals of creating the actual Bridge Park, the project's staff consulted and coordinated with residents, architects, and city officials to develop a program for the park that would stimulate interest and meet the needs and desires of the people.

To meet the fourth economic goal, the Bridge Park leaders – after substantial deliberation – identified three areas of activity that would benefit the residents of the surrounding neighborhoods: workforce development, small business enterprise, and housing. For each of these, the plan then proposed specific "strategies," such

as ensuring that residents of neighboring wards received priority in hiring for the Bridge Park's construction jobs; encouraging small businesses to operate in the Bridge Park; and working with city agencies and nonprofit groups to preserve existing affordable housing. Then the plan called for specific programs, specifying in several cases by name the entities that would execute them.[29]

Using a different route, Invest Detroit reached a similarly layered agenda. It began by planning, for more than a year, with neighborhood residents to revitalize their commercial corridors, improve nearby streetscapes, resuscitate adjacent public parks, and renovate vacant single-family housing. Then, like the Bridge Park team, Invest Detroit decided to pursue four overall long-term goals: workforce and skilled job development, education, health and human services, and transportation or mobility. Each of these goals has spawned numerous activities, including diverse real estate projects and small business development.

Of course, to compose such a multi-dimensional agenda required several steps. An essential early step is listening and observing. Listening well is a trait of all good community developers. "The first thing that we do when we go into the community," notes Kevin Smith of Community Ventures of Kentucky, "is we talk to the people that live in the community." In the case of the Bridge Park, Scott Kratz on his own time spent two years attending more than 200 community meetings with civic associations, advisory neighborhood commissions, nonprofit directors, ministers, and business owners to secure approval of the concept of the bridge park and then solicit programming ideas, such as a performance space

29. Building Bridges Across the River, *11th St Bridge Equitable Development Plan* (Building Bridges Across the River, 2016), 5-14, https://bridgepark.org/sites/default/files/Resources/EDP%20Final%20-%20UPDATED.pdf

and an environmental education center. In the process Kratz also learned about the local leaders' thoughts, concerns, and hopes and dreams for their communities. The next step, played out over many months, was to respond to those community desires and incorporate them as much as possible into the equitable development agenda. Of course, leaders like Kratz continue to listen, observe, and respond throughout the later phases of planning and implementation.[30]

> **KEY LESSONS**
>
> - To tackle complex and deep-seated problems, equitable development planners will have to create an agenda with different levels of goals ranging from large overall areas of activity to specific programs.
>
> - This will take time and thought, but planners should begin by simply observing the community, engaging with its members, and learning their wishes and needs.

TECHNICAL EXPERTISE AND COMMUNITY KNOWLEDGE

Successful equitable development depends on having both technical expertise and community knowledge. The expertise is important, according to Noel Poyo of NALCAB, because without it practitioners cannot achieve community goals. "If you don't know how to get from A to B technically," he explains, "it's frustrating." But it is just as important that the effort reflect the wishes of the residents of the target areas. "You can have the most technically expert folks in the world, but if they're not connected into what that community is, who those people are, and why they're going in a direction, as we say in Spanish, '*para qué vale?*' What's the point?"[31]

In the cities where equitable development plans are being carried out, local experts provided technical knowledge of specific programs and the methods for running them.

On the Equitable Development Task Force instituted by the 11th Street Bridge Park, an array of community organization staff members and government officials with experience in running programs participated in the task force's three working groups on housing, workforce development, and small business enterprises, which developed an extensive list of specific actions to fulfill the overall goals. It was extremely helpful, Kratz recalls, that MANNA, Inc., an accomplished local nonprofit housing developer, and Washington Area Community Investment Fund, Inc. (WACIF), a nonprofit small-business lender, and City First Enterprises, a nonprofit bank holding company and mission-driven financier, helped create the Equitable Development Plan and devise the strategies that they would later carry out in partnership with Building Bridges Across the River. The task force also benefited from the participation of the Ward 8 Workforce Development Council, a network of organizations that promotes employment of southeastern Washington residents. Similarly, in Detroit, experienced nonprofit partners, such as Southwest Housing Solutions, helped inform Invest Detroit's equitable development strategy and carry out programs in neighborhoods where they worked.

The participation of the members of the local community in planning and implementing the agenda is a key component of setting an equitable development agenda. In the efforts studied here, the mode of community engagement varied. Invest Detroit has followed the lead of the City of Detroit's planning department, which in the planning phase of a project spends nine months to a year working with neighborhood leaders and residents to learn about their local culture, assets, and needs. Meanwhile, Invest Detroit also established contacts with the major local community organizations. In Southwest Detroit, one of its three target areas, for example, it has built relationships with Southwest Solutions, Southwest Detroit Business Association, Congress of Communities, and the Hubbard Farms Neighborhood Association.[32]

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30. Kevin Smith, interview; Bogle et al., "Equitable Development Planning," 6; Scott Kratz, interview with author, Washington, D.C., February 23, 2018.

31. Poyo, interview.

32. Michael Smith, interview, May 25, 2018; Public Sector Consultants, *Detroit Strategic Neighborhood Initiative Evaluation*, 8.

Out of the relationships with these groups, in particular with the Hubbard Farms Neighborhood Association, came a request to choose neighborhood improvements for Southwest Detroit through a participatory budgeting process instead of the usual planning procedures (in which the planning and public works departments alone decide). Invest Detroit then took charge of this community-based planning effort, hiring a full-time organizer who helped convene a local steering committee. To ensure the committee fully represented the community, the organizer recruited from the area's large high school and tapped into the informal block clubs in the Latino and African American residential areas. From the invited list of 60 individuals most active in community affairs, 20 joined the steering committee. To get the residents' ideas, steering committee members held three large community meetings as well as visiting neighborhood associations, block clubs, and even bars. They collected more than 500 ideas and culled the 16 most popular ideas to put to a community vote. The community-wide election lasted two weeks and included extensive canvassing to provide the opportunity to engage a wide spectrum of residents. The winning projects were all located in the community's largest recreation space, Clark Park: Sit, Sip, Eat, Listen (new benches, picnic tables, drinking fountains, and speakers), The Chill Zone, restoring a gazebo to students to safely gather after school; and the Inclusive Play Park, a new play area accessible to and useable for children with disabilities.[33]

The 11th Street Bridge Park effort has always been based on community engagement. To begin, a Bridge Park design committee, composed of planners, community advocates, architects, and representatives of nonprofit groups, held a competition for the best park design by means of formal design charrettes conducted with neighborhood residents. With the resulting ideas in mind, the design committee and a selection jury chose the final bridge park's design, which included public art reflecting the history of the region and local communities. Then, in response to

residents' concerns about the impact of the park, the Bridge Park leaders solicited community opinions on ways to help the existing community. The Bridge Park's Equitable Development Task Force held two rounds of "stakeholder" meetings, in which more than 120 local community group leaders, experts, and government officials formulated proposals and specific programmatic recommendations. The Bridge Park then organized and advertised extensively – including through door-to-door canvassing – to get residents to review the recommendations at two mass meetings held on each side of the river.[34]

Nonetheless, both the Bridge Park and the Detroit Strategic Neighborhood Initiative had to overcome distrust of residents who were used to being let down by planners and officials. In Washington, many people were convinced the 11th Street Bridge Park would bring gentrification to their neighborhoods. It did not help when a partner organization on its own created a one-page flyer displaying on one side images of and information about Bridge Park and, on the other side, an advertisement for services to help renters stay in their homes: the juxtaposition inadvertently suggested that the Bridge Park was going to displace current residents. On the other hand, the Bridge Park leaders found that early demonstrable accomplishments ("early wins") for existing residents, such as setting up homebuyers' clubs in Ward 8, earned the Bridge Park project credibility with local residents.

In both Washington and Detroit, consulting with residents altered the agenda. In Washington, residents convinced the Bridge Park planners first to broaden their vision to address issues of housing and unemployment in surrounding communities and then later to add cultural preservation to the list of major goals. In Southwest Detroit, local residents and organizational leaders were adamant that their highest priority was the rehabilitation of a long vacant seven-unit apartment building located near the local high school, which led Detroit Strategic Neighborhood Initiative to take it on first even though it was a smaller-scale project than Invest Detroit usually supports.

33. Maureen Anway, telephone interview with author, Detroit, Michigan, July 13, 2018; We Decide Detroit, Facebook page, https://www.facebook.com/wedecidedetroitSW/?fref=mentions&__tn__=*s-R.

34. Bogle et al., "Equitable Development Planning," 7, 13-14.

In a sense, the ultimate form of local participation occurs when residents of the community in question are employed as leaders of the effort itself. At the least, such participation demonstrates to other residents the commitment of the equitable development effort to the local community. Hence it is important to the 11th Street Bridge Park that its equitable development manager, Vaughn Perry, is a long-time Ward 8 resident.

KEY LESSONS

- Both experts and community members are necessary to produce a meaningful and practical plan.

- Community engagement takes time, effort, and creativity, so equitable development planners should start as early as possible and assign staff to work on it.

- Practitioners should also expect residents' distrust, so to overcome it they should actively strive to demonstrate effectiveness on the community's behalf – "early wins!"

- From holding conversations to hiring residents as managers, there are many ways to engage community residents and their leaders and incorporate them into the plans and projects, according to circumstances, and they should all be pursued.

ACQUIRING KNOWLEDGE THROUGH DATA

Besides listening and observing, equitable development planners shaped their agendas by pursuing a number of different processes, which sometimes overlapped with one another.

One such process was acquiring through research extensive knowledge of local conditions, which is a central tenet of the equitable development planning movement. This knowledge is essential to identifying the needs of a given community and formulating a plan of action to answer those needs. It also allows local organizations to anticipate and counter negative changes to local communities, such as rapid price appreciation.

In order to devise strategies for equitable revitalization, Alan Mallach argues, nonprofit groups must research the local housing market, categorize it by type of housing market features, and follow the changes in housing conditions. Broadening this method beyond housing, NALCAB's Guide to Equitable Neighborhood Development emphasizes the need to devise strategies by first learning about local history and culture and collecting and analyzing socioeconomic, demographic, housing, and investment data, all with an eye to tracking changes in the local community. The guide provides community residents and organizations with tools for tracing and mapping real estate price appreciation, demographic changes, and local investment, and for calculating the financial burdens on residents.[35]

Data collection was a key component of the equitable development phase of the 11th Street Bridge Park. In the Bridge Park's third year, its leaders recruited scholars and planners from the District's Office of Planning, the Urban Institute, LISC, and the DC Fiscal Policy Institute to form the Equitable Development Task Force (EDTF) to determine realistic goals for the Bridge Park's larger equitable development agenda. The EDTF first collected data on local demographic trends, land uses, property ownership, and taxation rates. They revealed a stark contrast between the two sides of the river. For example, the median home value west of the Anacostia was $654,000, almost three times higher than it was east of the river.[36]

But the great value of this data for Scott Kratz and the other leaders of the 11th Street Bridge Park was that they could make recommendations to the community based on accurate information. Understanding, for example, that on one side of the river half the households were homeowners whereas on the other side almost 75 percent of dwellings were rented shaped the Bridge Park's housing strategy of preserving rental units and facilitating purchase of homes affordable to current east-of-the-river residents.

35. Alan Mallach, "Managing Neighborhood Change: A Framework for Sustainable and Equitable Revitalization" (National Housing Institute, 2008); NALCAB, Guide to Equitable Neighborhood Development, 20-32.

36. Bogle et al., "Equitable Development Planning," 11.

However, in conjunction with the Kratz's myriad meetings with residents, the economic data showed the Bridge Park leaders that they would need to think much more broadly than housing. Unemployment, for example, in the area west of the Anacostia River sat just a percentage point above the national average of 6.6 percent, but on the east side of the river it soared to Great Depression levels of 21 percent. Contemplating this and similar data led the EDTF to conclude that they would need to look at ways to increase employment by creating living-wage jobs and providing pathways for lifetime careers. In the end, the discussions of the statistics helped lead the EDTF to propose that the Bridge Park focus on three areas: affordable housing, workforce development, and promotion of small business enterprises.[37]

The NALCAB guide to equitable development also recommends assessing and mapping the assets of a community, including amenities such as parks and/or recreational facilities, institutions, and businesses. Utilizing consultants such as Data Driven Detroit and Motor City Mapping, Invest Detroit in 2016 collected data to identify the assets and needs of three Detroit neighborhoods. It charted local organizations including potential partners, analyzed population statistics, and assessed the existing infrastructure for such public uses as recreational space and safety. To better determine how to target its efforts in the next group of city neighborhoods, the following year Invest Detroit and members of the JPMorgan Chase Service Corps devised a method for compiling 32 unique data measurements in five categories: civic, leadership, neighborhood assets, neighborhood demand, and partnership. The resulting scorecard gave Invest Detroit "a data-driven approach to understanding and prioritizing neighborhood interventions."[38]

Following the best community development practices, equitable development organizations collected and analyzed data even while they carried out their projects. In Washington, for example, the Urban Institute has not only helped the 11th Street Bridge Park to set numerical targets for their programs such as affordable housing and job training but also is monitoring whether those programs are meeting their goals. The Urban Institute also continues to collect data on the community to track how well the Equitable Development Plan is working and how the target-area communities are changing. Yet setting goals within given neighborhoods and for particular population groups and tracking progress toward meeting those goals remains a challenge for evaluators.[39]

KEY LESSONS

- To embark on an equitable development effort, collect information early and consider it carefully when setting an agenda. If possible, utilize experienced researchers for numerical data collection and analysis.

- For mapping community assets, equitable development campaigners can complement the work of researchers by tapping the expertise of local community professionals and residents and directly observing conditions themselves.

- Equitable development requires accurate and relevant data from the first brainstorming sessions to the final execution of programs. Practitioners should plan for data collection over the long haul to track both conditions and their own progress. What gets measured gets done!

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37. Ibid; Adam Kent, interview with author, Washington, D.C., December 2, 2018.

38. In 2018, the City of Detroit agreed to a four-year partnership with the Poverty Solutions Institute at the University of Michigan to measure the effectiveness of the Detroit Strategic Neighborhood Initiative and other city programs in promoting economic mobility and reducing poverty. NALCAB, Guide to Equitable Neighborhood Development, 34-36; M1/DTW, *Strategic Neighborhood Fund* (Invest Detroit, 2016); Public Sector Consultants, *Detroit Strategic Neighborhood Initiative - Year One Evaluation* (Invest Detroit, 2017), 9; Greta Guest, "U-M, Detroit Work to Boost Economic Mobility, Fight Poverty," *University Record*, March 19, 2018.

39. Peter Tatien and Mary Bogle, telephone interview with author, Washington, D.C., May 21, 2018; Mary Bogle, personal communication with author.

⊚ A COMMUNITY
ENGAGED

Lorraine Richardson makes a point at
an 11th Street Bridge Park Equitable
Development community meeting, RISE
Demonstration Center in Washington
D.C., 2015.

Photo credit: Becky Harlan

FINANCING EQUITABLE DEVELOPMENT

The many tasks and projects involved in a comprehensive effort to achieve equitable development require substantial amounts of funds, generally raised from multiple sources. The cases studied here present two different models for the necessary task of finding funds, which correspond and are part of the basic approaches to building the overall campaign. One could be labeled the incremental model; the other, the civic consortium model. In both models, large-scale equitable development efforts began with seed capital that enabled the entire effort to start and begin to grow.

THE INCREMENTAL MODEL

The incremental model, exemplified by Equitable Development at the 11th Street Bridge Park, is to start small and build up, gradually obtaining financial support through institutional alliances and organizational partnerships. The Bridge Park project began *without* any funding as such, when Scott Kratz volunteered to take part in hundreds of conversations to ascertain whether District residents and institutions would support a bridge park endeavor. Although these discussions laid the groundwork for the community's participation in planning the bridge park and the related equitable development campaign, they did not by themselves provide the wherewithal to realize the projects.

To launch, the project needed starter capital, analogous to pre-development financing in a construction project. In late 2013, the late Oramenta Newsome, executive director of DC LISC, provided that crucial support. Impressed by Kratz's commitment to working hand-in-hand with residents, Newsome arranged for LISC to pay part of Kratz's salary during the first year of the Bridge Park project – which helped make it possible for him to quit his previous job – and designated a DC LISC program officer to help design and manage the equitable development planning process of the bridge park.[40]

A network of contacts is essential to building a large-scale project and raising funds for it. The District's planning director, Harriet Tregoning, pointed Kratz in the direction of Building Bridges Across the River, which provides educational, health, cultural, recreation, and social service programs to children and adults living in the distressed communities east of the Anacostia River. This nonprofit organization, which DC LISC has helped support, had received wide acclaim for developing the remarkable Town Hall Education Arts Recreation Campus (THEARC), a multipurpose center located in Congress Heights but serving all east-of-the-river neighborhoods.[41] After learning about the effort, the executive director of Building Bridges Across the River, Edmund Fleet, took Kratz and the Bridge Park project into his organization, which enhanced the project's reputation among residents, activists, and funders.

With its new standing as part of Building Bridges Across the River, Kratz's extensive outreach efforts of the previous three years began to pay off. In 2014, the project won the support of the District of Columbia's government, and the mayor and city council agreed to fund a significant portion of the cost of the Bridge Park. That year, the Bridge Park raised more than $1 million, enough to pay the salaries of two full-time staff members, including Kratz. Over the next two years, the JPB Foundation, the Kresge Foundation, the Education Foundation of America, and DC LISC contributed the bulk of funding for the development of the 11th Street Bridge Park Equitable Development Plan, which was finalized in the winter of 2015-2016.[42]

As it has facilitated the creation of the plan and the implementation of related programs, the Bridge Park has continued to raise funds, often by leveraging initial grants. A grant from JPMorgan Chase enabled the Bridge

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40. Bogle et al., "Equitable Development Planning," 10; Kent, interview.

41. http://www.thearcdc.org/partners-programs/building-bridges-across-river-bbar; https://www.thearcdc.org.

42. Bogle et al., "Equitable Development Planning," 6-7; Amanda Kolson Hurley, "Bridging D.C.'s Starkest Divide," *Next City*, November 21, 2016, https://nextcity.org/features/view/washington-dc-anacostia-11th-street-bridge-park-plans; DC LISC, "Elevating Equity," http://www.liscdc.org/elevatingequity/.

Park and City First Enterprises to take the first steps toward establishing a community land trust. The project started to snowball from there. "It's amazing how people start taking you a little more seriously when you have $3 million in the bank for acquiring property," observes Kratz. "That attracts additional resources: 'wow, so now you have a plan, now you have community engagement, you have an advisory committee, you're setting up a 501(c) (3), and you have dollars?' That's a very different conversation to have with a city council member or another philanthropic endeavor."[43]

THE CIVIC CONSORTIUM MODEL

The civic consortium model of financing an equitable development project differs from the incremental model in origins and form. The civic consortium model begins with a large civic campaign that is aimed at transforming the city or metropolitan area, which then provides a runway from which equitable development lifts off. Unlike in the incremental model, in the civic consortium model government and philanthropic institutions come together at the outset to capitalize a large-scale campaign. With the engagement and financial commitment of the major funders, well considered proposals for equitable development can find financing and government support.

In both Phoenix and Detroit, the civic campaign preceded the equitable development push by several years. The roots of the transit-oriented equitable development movement in Arizona go back to 2007, when 25 entities – including state government cabinet agencies, the regional transit authority, philanthropic foundations, educational institutions, and civic organizations – founded the Sustainable Communities Collaborative to foster environmentally sound transportation systems and promote housing, public health, and community services for people living near the transportation routes. Since its founding, the Sustainable Communities Collaborative continued to grow, attracting new members and funds.

In 2010 Raza Development Fund (RDF) and LISC Phoenix joined the Collaborative, investing $10 million each to create, along with the mayors of Phoenix, Tempe, and Mesa, a Sustainable Communities Fund to realize the community development goals by issuing below-market-rate loans and gap financing in areas where formal lending is scarce. In 2014, JPMorgan Chase awarded a PRO Neighborhoods grant of $6 million to Adelante Phoenix, composed of RDF and three other CDFIs, to carry out community development projects and programs to help the low- and moderate-income residents of neighborhoods along the city's new light rail line. In 2015, LISC Phoenix and RDF redoubled their financial commitments, creating a $30-million revolving-loan fund for developing mixed-income residential projects along the transit line. So far, the Sustainable Communities Fund has attracted more than $375 million in additional private investment for 24 developments, including 16 housing projects, two health care facilities, and two commercial buildings.[44]

In Detroit, local institutions formed a consortium similar to that of Phoenix, but one aimed at reversinge the depopulation, disinvestment, and stagnation that has so devastated the city. In 2008 the Kresge Foundation, under its chief officer, Rip Rapson, started the Detroit Neighborhood Forum, a large group of representatives of foundations, financial institutions, intermediaries, and also city, state, and federal governments. From the monthly meetings of this group have come several city-wide endeavors, including the Detroit Future City Strategic Framework (December 2012), citywide renewal

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44. Joint Center for Housing Studies, *Adelante Phoenix!*, 5; Sustainable Communities Collaborative, "Our Story," http://www.sustainablecommunitiescollaborative.com/ourstory/; Sustainable Communities Collaborative, "Our Accomplishments," http://www.sustainablecommunitiescollaborative.com/our-accomplishments/.

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43. Kratz, interview.

planning guidelines based on extensive canvassing of thousands of Detroiters, and the Woodward Corridor Initiative, a successful revitalization project along the city's major thoroughfare.[45]

Although the Kresge Foundation has been the lead philanthropy in Detroit, numerous others helped boost the renewal efforts. In 2014 JPMorgan Chase committed to investing $100 million in loans and grants over five years in Detroit's economic recovery by financing community development, small business growth, workforce readiness, neighborhood revitalization, and transportation projects. At the same time, Detroit-area community foundations; national foundations, such as the W.K. Kellogg and the Ford Foundations; and large nonprofit CDFIs and intermediaries, such as LISC and Capital Impact Partners, supported an array of development projects and community programs ranging from the arts to public safety.[46]

With the solid underpinning of engaged philanthropies, civic institutions, and governmental bodies, Invest Detroit and the City of Detroit in March 2016 confidently launched the Strategic Neighborhood Fund. Their original goal was to raise $30 million over three years, but, with large contributions from several foundations, within two years they exceeded this goal by $12 million. In October 2016, JPMorgan Chase made the largest philanthropic

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45. Wendy Jackson, "Rebuilding from Strength as a Strategy to Safeguard Middle Neighborhoods in Detroit: A Philanthropic Perspective," *Community Development Investment Review* (Federal Reserve Bank of San Francisco, 2016), 142; Detroit Works Project - Long-Term Planning Committee, *Detroit Future City: 2012 Detroit Strategic Framework Plan* (Detroit, MI: Inland Press, 2013), 5, https://detroitfuturecity.com/wp-content/uploads/2017/07/DFC_Full_2nd.pdf; Toni L. Griffin, Dan Cramer, and Megan Powers, "Detroit Works Long-Term Planning Project: Engagement Strategies for Blending Community and Technical Expertise," *Buildings* 4 (2014): 711-36.

46. Wendy Jackson, "Rebuilding from Strength," 143-44; Jim Tankersley, "JPMorgan Is Betting $100 Million on Detroit," *Washington Post*, August 15, 2014; JPMorgan Chase & Co., "JPMorgan Chase's Investment in Detroit to Reach $150 Million," press release, May 10, 2017.

◉ WAITING TO BE REBORN

In Southwest Detroit and other sections of the city, the Detroit Strategic Neighborhoods Initiative is working to rebuild homes and spark redevelopment.

grant in this period, a PRO Neighborhoods award of $5 million, which Invest Detroit has leveraged to obtain an additional $11 million for the Strategic Neighborhood Fund and the redevelopment projects of the Detroit Strategic Neighborhood Initiative.[47]

Of critical importance to the overall equitable development approach, the City of Detroit put about $26 million into the Strategic Neighborhood Fund and related ventures, which Invest Detroit has helped shepherd. The city government subsidized redevelopment projects through tax incentive and state revitalization programs and carried out public infrastructure improvements, rebuilding streetscapes and renovating public parks.[48]

Like the incremental campaign in Washington and the civic consortium approach in Phoenix, tangible achievements in Detroit have stimulated further funding for similar efforts. In 2017 JPMorgan Chase expanded its commitment to Detroit, raising the amount to $150 million by 2019. In 2018 Invest Detroit and the City of Detroit expanded the Strategic Neighborhood Fund to cover seven new areas of the city, with a goal of raising $130 million from philanthropic and public sources, which could be used to attract additional private financing. The Kresge Foundation immediately responded with a $15

million award. To complement this effort and ensure that neighborhood revitalization includes Detroiters of all incomes, the City of Detroit has created an Affordable Housing Leverage Fund, to be started with $50 million of federal and city funds, aimed at preserving 10,000 low-income residences and developing 2,000 new affordable housing units.[49]

KEY LESSONS

- It is important to win over at least one funder that can provide the seed capital that will nurture the equitable development effort in its infancy.

- It is important to tap into and/or create a network of contacts to build and raise funds for a large-scale equitable development project.

- The incremental approach to funding equitable development work requires extensive grass-roots organizing and education, gradually building public support, and finding financial backers.

- The civic consortium approach builds on a large-scale civic campaign by partnering within an existing network of funders and agencies.

- In either case, a record of tangible achievements stimulates further funding.

- For equitable development to flourish, foundations and government should work together to support worthwhile projects.

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47. According to Invest Detroit, the contributing philanthropies through December 2017 were Kresge, John S. and James L. Knight, Rockefeller, and JPB (combining as the Reimagining the Civic Commons); Knight, Hudson-Webber, Ford, Kresge, Ralph C. Wilson Jr. foundations. Christine Ferretti and Ian Thibodeau, "Detroit Wins National $4M Grant for Fitzgerald Project," *Detroit News*, September 8, 2016; Michael Smith, written communication, November 2, 2018.

48. Michael Smith, interview, March 20, 2018.

49. JPMorgan Chase & Co., "JPMorgan Chase's Investment in Detroit to Reach $150 Million"; City of Detroit, "City to Expand Strategic Neighborhood Fund, Raise $130 Million for Seven Additional Neighborhoods," press release, May 7, 2018; City of Detroit, "City to Establish $250M Fund to Preserve 10,000 Affordable Housing Units, Build 2,000 More," press release, March 12, 2018.

MODES OF IMPLEMENTATION

THE NECESSITY OF COLLABORATIONS

Because equitable development is comprehensive both in concept and implementation, it requires that multiple organizations carry out a wide variety of programs and projects. The activities of the members of the Detroit Strategic Neighborhood Initiative, to take one example, ranged from supporting commercial and residential real estate development to promoting infrastructure improvements, such as historic lighting, bike sharing facilities, and new parks. The organizations that make up Adelante Phoenix, for another example, have worked to enhance "entrepreneurship and small business development, housing, healthcare, and education in all the Phoenix metro area along the light rail, with special focus on South Phoenix."[50]

The complexity of the process of equitable development planning requires harnessing diverse business lines, skills, and experience in the pursuit of common complementary goals. A collaboration of many agencies is better positioned than a single organization to mobilize the participation of residents, collect pertinent data, and deliver the kinds of financial and social services that define equitable development. Many of the partners in joint ventures in equitable development campaigns are nonprofit organizations, including CDFIs, which figure prominently in the cases studied here.

Yet the cooperation of and partnership with government agencies were no less important to the cause. Of all the groups studied here, Invest Detroit works most closely with local government. It has a formal partnership with the City of Detroit, the Strategic Neighborhood Fund (described above), which supports and complements the agenda of the Strategic Neighborhood Initiative in originally three but now ten selected neighborhoods. Invest Detroit has worked extensively with city government agencies to bring about neighborhood infrastructure improvements, such as those mentioned above, and new bus transportation routes for school children and neighborhood commuters. In Washington, the 11th Street Bridge Park by its very nature is involved with planning, transportation, and parks departments, among others. In Phoenix, several government agencies are founding and active members of the Sustainable Communities Collaborative, out of which Adelante Phoenix emerged, and members of Adelante Phoenix and different government officials meet regularly to discuss matters such as transit service, real estate development, and encouraging small businesses.[51]

QUARTERBACKS TO RUN THE TEAM

In the cases studied here, the complexity of the equitable development has required one organization to act as the leader or "quarterback" of the overall campaign. Generally, the organization that serves as coordinator is the initiator of the campaign or specific collaborations within it. The chief role of the lead organization is to envision the equitable development plan and then facilitate its implementation, acting as the nerve center of the operation. The organization will help develop and then map all activities related to equitable development, identify and engage partners to carry out different aspects of the agenda, monitor the progress of the programs, and find funds to support the effort. Not all organizations can perform the lead role in such a campaign, as it requires the staff and budget capacity to undertake the required activities over an extended period of time.[52]

What the quarterback organization does to manage an equitable development effort varies from one effort to another. In the Detroit Strategic Neighborhood Initiative, Invest Detroit has been the lead CDFI organization,

50. Public Sector Consultants, Detroit Strategic Neighborhood Initiative Evaluation, 13-14; Michael Smith, interview, May 25, 2018; Joint Center for Housing Studies, *Adelante Phoenix!*, 5.

51. Michael Smith, interview, May 25, 2018; Joint Center, *Adelante Phoenix!*, 5, 11, 16.

52. Nathalie Janson, "It Takes a Village – But the Village Needs a Vision: The Role of the 'Quarterback' Organization in Comprehensive Community Development" (Joint Center for Housing Studies of Harvard University and NeighborWorks America, 2016).

which actively ran or helped coordinate the activities of the CDFIs in the collaboration. Although it is now trying to reduce its leadership role in favor of the city government and other entities, Invest Detroit began and has until recently largely steered the overall campaign, at times participating in deals directly and other times encouraging others, including government agencies, to offer services for the benefit of local residents. Invest Detroit invited its two CDFI partners, Detroit Development Fund and Opportunity Resource Fund, to join the Neighborhoods Initiative, and has initiated collaborations with other local nonprofit organizations, such as Southwest Housing Solutions.

In comparison, the 11th Street Bridge Park has functioned as a convener, community sounding board, and coordinator, directly and indirectly supporting the work of multiple partners with various degrees of involvement. The Bridge Park provided seed money to help Housing Counseling Services start and expand tenants' rights workshops, but since then has reduced its role to helping to market the workshops and coordinating other equitable development strategies. In contrast, the Bridge Park has had a formal and continuing relationship (courtesy of a memorandum of understanding) with MANNA, Inc., a well-known housing nonprofit in Washington, to set up and run homebuyers' clubs in Ward 8, the southeastern district that includes the Bridge Park's target area east of the Anacostia River. Since MANNA started the homebuyers' clubs in February 2016, the Bridge Park has funded the program, provided physical space for the clubs, and helped MANNA advertise them.[53]

53. Vaughn Perry, interview with author, Washington, D.C., February 23, 2018,

KEY LESSONS

- Equitable development takes collaboration. Anyone looking to undertake equitable development planning should recruit or join forces with different types of organizations and agencies to achieve complementary goals.

- The complexity of equitable development, however, requires that one organization with the capacity to do so should coordinate as well as participate in the effort.

EXPERIENCED PARTNERS

As with all organizational collaborations, joint activities for equitable development require that the partners trust and coordinate easily with one another. Hence, it is perhaps not surprising that several of the groups studied here had worked together previously. The Adelante Phoenix collaboration grew out of the projects that Raza Development Fund (RDF) and three other local CDFIs had previously undertaken together. Within the Detroit CDFI collaboration, the Detroit Development Fund had often worked with the other partners, Invest Detroit and the Opportunity Resource Fund.[54]

In contrast, the 11th Street Bridge Park was a new project, whose director had previously worked outside the community development sector at the National Building Museum. Because of the organization's recent birth, all of its partnerships were new. Because its core purpose was restricted to producing the bridge park itself, Bridge Park leaders chose to meet their equitable development goals by finding appropriate experienced organizations to take on particular community development tasks. Although Bridge Park was itself a new organization, it chose to work with established nonprofit and government networks. Edmund Fleet and the staff of its home organization, Building Bridges Across the River, helped connect 11th Street Bridge Park to local agencies – such as MANNA – with which it had worked or was familiar.

54. The three CDFIs were MariSol Federal Credit Union, Neighborhood Economic Development Corporation (NEDCO), and Arizona MultiBank Community Development Corporation (Arizona MultiBank). Joint Center, *Adelante Phoenix!*, 5.

Experienced organizations, moreover, can be more than just competent partners. They also provided 11th Street Bridge Park, Scott Kratz explains, with trusted liaisons to the community. In neighborhoods where government agencies and nonprofits have undertaken programs or revitalization efforts that either did not materialize or produced far less than promised, residents are naturally skeptical of new schemes, especially if unfamiliar outsiders sponsor them. The partnership with MANNA, a mainstay of Washington's community development scene, gave local residents a reason to trust the Bridge Park organization – a trust which it needed, since some of its projects were long-term efforts.[55]

On a practical level, equitable development partners have found that memoranda of understanding are helpful tools. Writing them allows partners to identify their goals precisely and lay out what each group will do to meet them. It also provides a written record so that they can keep track of their progress in meeting the mutually-agreed-upon goals and make any adjustments that are needed.[56]

KEY LESSONS

- In equitable development partnerships as in other types of collaborations, trust is essential, so it is desirable to form collaborations of organizations that have worked with each other in the past.

- Nonetheless, it is helpful for collaborators to spell out the goals and respective roles in a memorandum of understanding or similar document.

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55. Conversely, the nonprofit Southwest Housing Solutions' role as partner with Invest Detroit allowed it to rebuild its relationship with the neighbors, who had been unhappy with the results of a rehabilitated apartment house. Kratz, interview.

56. Kratz, interview.

CDFIS - DEPLOYING CAPITAL FOR EQUITABLE DEVELOPMENT

As institutions dedicated to lending in areas that lack ready access to capital, community development financial institutions are well suited to support efforts at equitable development. Working with other nonprofit organizations, government bodies, and even for-profit firms, CDFIs, our research shows, can play numerous roles in equitable development campaigns.

In the early stages, CDFIs can share their expertise with target-area residents and other participating entities and help plan relevant aspects of equitable development. In Washington, representatives from two CDFIs, City First Enterprises and WACIF, took part in the stakeholder meetings to plan equitable development projects related to the 11th Street Bridge Park. This was useful because the CDFIs specialized in housing and small business development, two of the three topic areas that residents had identified as priorities, and so their representatives were able to help shape the methods and goals in those areas.

Within an equitable development campaign, a CDFI, especially a large one, can function as the lead organization. As we have seen, Invest Detroit took on the quarterback role in the Detroit Strategic Neighborhood Initiative by mapping strategy, initiating projects, and inviting and coordinating with partners to carry out complementary activities. In addition, as mentioned above, Invest Detroit encouraged civic engagement in the overall effort by helping to organize and coordinate a participatory budget process for the Southwest neighborhood.

A CDFI with sufficient capital can also play the crucial role of financier to equitable development, as the work of RDF, the lead organization of the Adelante Phoenix group, vividly illustrates. As part of the Sustainable Communities Collaborative to foster equitable development along the new light rail line running through metropolitan Phoenix, RDF invested $10 million into a Sustainable Communities Fund, more than half of which it channeled into the development of affordable housing, a community health

clinic, and a commercial building used by local nonprofit organizations. RDF and LISC Phoenix created a $30 million revolving-loan fund, which financed more than 2,000 residences and 200,000 square-feet of commercial space. A large CDFI with a national reach, RDF can offer acquisition, predevelopment, construction, or renovation loans, as well as permanent loans for housing. As of 2017, it had financed along the light rail corridor nine housing projects providing 1,700 units of affordable housing, as well as the planned redevelopment of an 85-acre industrial site into Plaza de las Culturas, a community educational and cultural center.[57]

RDF also formed financial partnerships with numerous community-based and nonprofit organizations. As part of the PRO Neighborhoods Adelante Phoenix collaboration, RDF partially guaranteed loans offered by MariSol, a Federal Credit Union operating in the Phoenix metropolitan area, and invested $300,000 in another partner, Neighborhood Economic Development Corporation (NEDCO), to facilitate its NEDCO's support for small businesses. In addition, RDF helped its Adelante Phoenix partners by connecting them to other organizations.[58]

Even when they are not lead organizations, CDFIs can contribute in many significant ways to equitable development efforts. In an unusual role for a CDFI, City First Enterprises in the District of Columbia worked with the Bridge Park staff and took charge of setting up a community land trust, a fundamental part of the 11th Street Bridge Park's Equitable Development Plan, which will acquire land and residential properties and ensure their affordability for low- and moderate-income people. To get ahead of the appreciating real estate market, City First began by acquiring properties even before the Douglass Community Land Trust was established.

With its extensive experience in financing affordable housing across the District, City First will continue to partner with the land trust and Building Bridges Across the River to promote and preserve affordable housing and prevent displacement of current residents.[59]

As nonprofit lenders, CDFIs can occupy valuable niches within an overall equitable development campaign. In Detroit, where revitalization of underutilized and vacant spaces is a priority, the Detroit Development Fund has a track record of financing small businesses that help build a sense of community. DDF's Loan Fund Manager, John Schoeniger, observes that "loan committees don't like restaurant and coffee shop deals, but …communities can knit more tightly by having a gathering place where people can socialize and get to know one another…. We've seen tavern businesses and coffee shops do wonderful things for certain neighborhoods." As part of the Detroit Strategic Neighborhood Initiative, DDF recently made a $100,000 equipment loan to Gabriel Hall, a Cajun-style restaurant and New Orleans music venue, which is projected to open on a once forlorn corner in West Village. Since at least 2013, DDF has provided financing to other new establishments in this neighborhood, which Invest Detroit's Mike Smith credits for helping to start the area's revitalization.[60]

Besides real estate and small business loans, CDFIs can also pursue a people-based lending strategy to further equitable development. In metropolitan Phoenix, for example, MariSol offers a wide range of consumer loans to a largely Hispanic and working-class clientele. As an alternative to predatory short-term loans (where borrowers pay back only the interest and remain in debt after many months), MariSol developed a "Quick Loan," an amortized four-month loan, with a savings requirement that helps borrowers build up savings accounts.[61]

57. Joint Center for Housing Studies, *Adelante Phoenix!*, 5, 10.

58. Joint Center for Housing Studies, *Adelante Phoenix!*, 7.

59. Kratz, interview; City First Enterprises, "Douglass Community Land Trust Names Executive Director," press release, August 2, 2018; Thomas Roberts, *Bridge Park Community Land Trust Action Plan* (Blacksburg, VA: Virginia Polytechnic Institute and State University, 2016).

60. John Schoeniger, interview with author, Detroit, Michigan, May 25, 2018; Mike Smith, interview, May 25, 2018.

61. Joint Center for Housing Studies, Adelante Phoenix!, 13.

CDFIs, especially smaller ones, participating in a community or equitable development campaign may have to work to find the number and type of transactions best suited to the particular size of their target area. The PRO Neighborhoods awardee Chicago CDFI Collaborative at first planned to rehabilitate many abandoned or deteriorated properties on single blocks, so as to begin to reverse the disinvestment pattern, but found it next to impossible to acquire several properties in such a small target area. The Detroit Strategic Neighborhood Initiative, drawing on national studies, targeted eight-to-fifteen-block areas to make the most impact while mitigating the risk for each partner, in part by working together on projects in multiple neighborhoods simultaneously.[62] To reduce risks on particular projects, PRO Neighborhoods CDFI collaborations employed various forms of co-financing, including loan guarantees – such as RDF provided to its partners in metropolitan Phoenix – loan participation by partners, and lending for the same project.[63]

Even within a target area of limited size, CDFIs have to offer a variety of products, either by themselves or with partners. "When you offer products as a CDFI statewide, it really doesn't matter much about your product," explains Kevin Smith of Kentucky Ventures, "you'll always find enough people to take it. When you go into a neighborhood, they may need fifteen different products to meet their needs and there may only be ten people that need that particular product." Creating new products can be demanding, so equitable development efforts in Detroit, the District of Columbia, and Phoenix have sought partners to offer complementary loan products and services.[64]

KEY LESSONS

- CDFIs should look to see what roles they can play in an equitable development campaign: quarterback organization, lead financier, and/or community partner.

- Within an overall equitable development campaign, CDFIs of all sizes can fill valuable transactional niches, deploying their capital to revitalize underserved places as well as to promote the financial well-being of the people who live in them.

- CDFIs have to delineate a target area that is small enough to create a measurable change but large enough to offer a sufficient volume of transactions.

- CDFIs should seek suitable partners to mitigate financial risk while meeting the demands in disinvested neighborhoods.

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62. Joint Center for Housing Studies, *Chicago CDFI Collaborative*, 14; Mike Smith, telephone interview with author, Detroit, Michigan, March 20, 2018.

63. Examples include 2014 PRO Neighborhoods awardees Resident Owned Communities and the Midwest Nonprofit Lenders Alliance. See Joint Center for Housing Studies, *PRO Neighborhoods Progress Report 2017* (Cambridge, MA: Harvard University, 2017), 18, http://www.jchs.harvard.edu/research-areas/reports/pro-neighborhoods-progress-report-2017.

64. Kevin Smith, interview.

LESSONS FOR THE FUTURE OF EQUITABLE DEVELOPMENT

Although a relatively new concept, equitable development holds great promise as a form of planning and community development. As the cases reviewed above demonstrate, it can provide an avenue for low- and moderate-income and minority people to work with specialists to make communities places that provide economic opportunities, affordable living, and cultural expression for all residents.

Bringing about equitable development, however, is a complicated endeavor. It is the heir to several important movements for social improvement whose techniques have informed current efforts, including equity planning, place-based and comprehensive community development, people-based asset building, smart growth and sustainable schools of regional planning, and the collective impact collaborative model of social action. Applying the panoply of such techniques requires extraordinary commitment, persistence, flexibility, and organizational sophistication. The elements for successfully mobilizing forces for equitable development, this study shows, include seizing opportunity from large civic endeavors, choosing skilled leaders, tapping sympathetic experts, utilizing relevant data, and systematically engaging community residents. Successful efforts require creating a collaboration of organizations and government agencies and then coordinating these entities to function effectively for a wide range of equitable development goals.

Questions remain, of course, as to what other factors and strategies have been or should be employed in equitable development planning. What is the best vehicle for acquiring land for equitable development – a government agency, a nonprofit, a community land trust, or some combination of these? Which employment programs are most helpful? To answer such questions, it will be critical for equitable development practitioners to continue to use data to assess the accomplishments and shortcomings of their projects and programs in the years to come.

From a larger perspective, it would be useful to determine the effective scales for equitable development campaigns. We have reviewed successful medium- to large-scale campaigns within and across cities. Could equitable development planning be implemented across a metropolitan region? Could small-scale efforts – say, within a single neighborhood – significantly help the prospects of low-income people? It remains for studies of current and future equitable development undertakings to resolve such issues.

For the present, it is worth noting that despite the daunting challenges faced by their leaders, the equitable development projects examined here reveal the exciting potential for shaping living environments that benefit people of all backgrounds and conditions.

HOUSING, WELLNESS, CULTURE

As part of the Adelante Phoenix! collaboration, Raza Development Fund provided financing to Native American Connections to develop Cedar Crossing apartments and the 70-bed Patina Wellness Center, which draws on Native American traditions to serve its clientele.

Photo credit: Mark Lipczynski Photography

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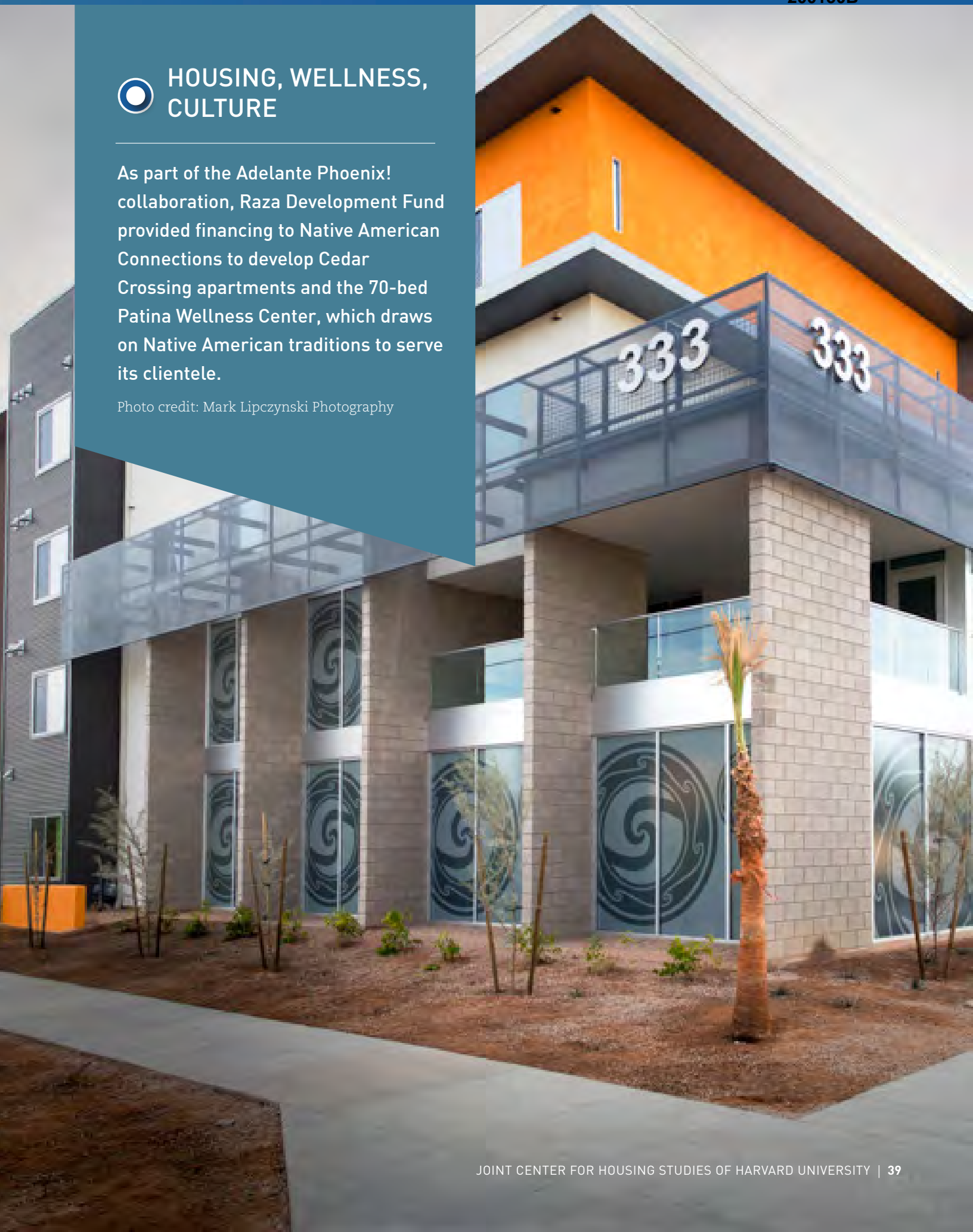
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Equitable Development Guidelines

CUNY Institute for State and Local Governance

March 2018

CONTENTS

Introduction

Real estate development has an immense impact on the affordability, accessibility, and economic opportunity of neighborhoods and cities. Equitable development is an approach to development that recognizes this impact by building projects that provide community benefits, respond to local needs, and contribute to the health and wellbeing of residents and workers. Equitable development projects can provide affordable housing, create good jobs, and increase access to services, all while ensuring that communities have a voice in shaping the future of their neighborhoods.

The Equitable Development Guidelines is a robust tool that provides developers with a comprehensive overview and details about the decisions, activities, and strategies that can make their projects more equitable.

Some of the guidelines presented here are already incentivized by local government in cities around the country. In addition, community-based organizations and nonprofit developers have been fighting for and implementing many of these guidelines for decades. However, equitable development is far from the industry standard and need not

The guidelines fall into five overall categories:

Development Process

Employment and Procurement

Designated Space

Housing
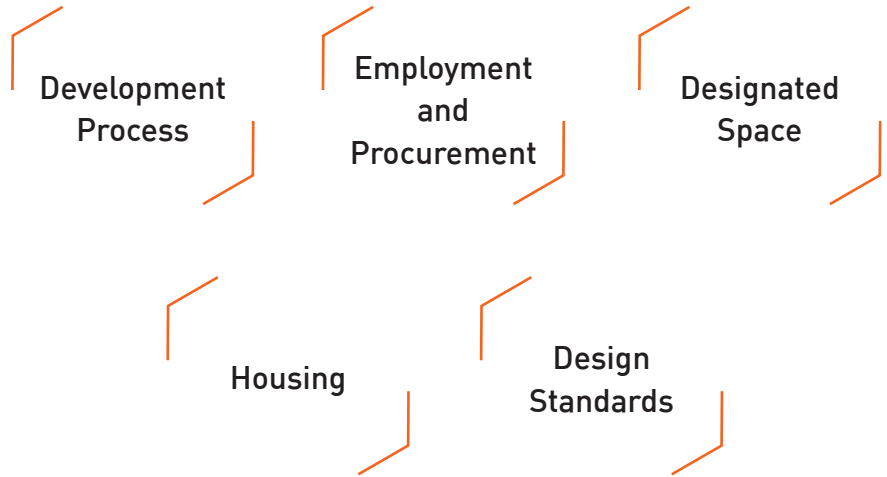
Design Standards

be limited to projects that are built with public resources or subject to local regulation. All developers have the capacity and opportunity to contribute in meaningful and significant ways to equitable neighborhoods and cities, and these guidelines are a starting point for this work.

Implementing these guidelines depends on a complex set of factors, from construction costs and financing to public incentives and political will. Understanding the local context is critical to a project's success, and building equitable projects requires commitment from many different actors. This tool provides a foundation for collaboration by identifying best practices that have been successful in different contexts and pushing for higher standards across the real estate industry.

These guidelines are the first phase of a larger project to identify, measure, and incentivize best practices in real estate development that can improve the social and economic well-being of individuals and communities. This

work is related to the goals of our Equality Indicators project, which measures progress towards equality across six domains: economy, education, health, housing, justice, and services. Within this work, we define "equality" as follows:

> *Everyone has the same outcomes regardless of race, ethnicity, disability, sexual orientation, gender, single parenthood, age, immigration status, criminal record, place of residence, and other characteristics.*

Equal opportunities can be a first step towards achieving equal outcomes. The Equitable Development Guidelines provide a range of options designed to increase access or opportunity, with the ultimate goal of improving outcomes for individuals and communities.

Disadvantaged groups

Several of the guidelines refer to "disadvantaged groups." In the Equality Indicators framework for New York City, we identified a number of disadvantaged groups based on our literature review and feedback from experts and community groups. Our final framework includes specific measures for 12 of these groups: children under 18; immigrants; individuals currently in jail or on probation; individuals living in poverty; individuals with a physical or intellectual disability; individuals with less than a high school diploma; lesbian, gay, bisexual, transgender, and queer (LGBTQ) individuals; racial and ethnic minorities; religious minorities; seniors 65 and older; single parents; and women. However, there are many other groups adversely affected by inequalities, and the guidelines will include practices designed to improve conditions for these and other groups where relevant.

Equitable Development Guidelines Snapshot

Planning Process
- Research the neighborhood and community
- Pursue partnerships with community-based organizations
- Engage the community

Employment and Procurement
- Provide living wages to all project employees
- Ensure wage equity
- Hire employees from diverse, local, and disadvantaged groups
- Prioritize local or disadvantaged businesses when procuring materials or services
- Incorporate the above practices into the lease agreements of commercial tenants
- Sign and enforce a project labor agreement, labor peace agreement, or community benefits agreement
- Provide apprenticeship programs (in partnership with labor unions)

Designated Space
- Designate space for a community asset that meets a demonstrated need
- Designate space that is accessible, affordable, and culturally relevant
- Designate space for a local nonprofit or community-based organization
- Designate space for disadvantaged business owners

Housing
- Maximize the number of affordable units
- Make housing units permanently affordable
- Include deeply affordable units
- Provide supportive housing units
- Expand opportunities for homeownership and community ownership
- Reserve a percentage of units for existing disadvantaged residents of the neighborhood
- Provide protections for existing tenants of redevelopment projects

Design Standards
- Follow design standards that impact the health and wellbeing of building tenants and neighborhoods, such as those found in:
  - Enterprise Green Communities
  - Active Design Guidelines
  - Universal Design
  - Design and Construction Excellence 2.0
  - LEED

Planning Process

The planning process lays the groundwork for all of the decisions and strategies that contribute to equitable development; for this reason, the guidelines begin with this section. An equitable development project must be responsive to existing neighborhood conditions and people who may be affected by the project, including the occupants of the building, the people who live and work in the neighborhood around the project, and citywide groups that can potentially benefit from development decisions.

Guidelines for an equitable planning process fall into three areas that correspond to three critical components of groundwork: 1) researching the neighborhood and community where development will take place; 2) pursuing partnerships with local community-based organizations; and 3) engaging the community. All of these components are designed to make a development project as inclusive of and responsive to those most affected by it as possible, with each providing another layer of depth to the process. At the end of the planning process, a developer will have identified key stakeholders, potential partners, community assets, community needs, and larger inequalities that can be addressed through the project.

While comprehensive community engagement and neighborhood planning efforts are crucial components of equitable development, these processes are not always possible for every development project, especially those that are smaller in scale or are located in communities

that have already completed assessments and plans. Alternatively, in some cases, such as large-scale publicly funded projects, a full community engagement process is a requirement included in the government contract. These guidelines are not meant to serve as a substitute for these efforts; instead they are intended to work in conjunction with them. In situations where substantial engagement efforts are already in place (e.g., rezoning in New York City), it is the developer's responsibility to identify ways in which a project can respond to these efforts.

Where possible, the guidelines in this section should be followed first, as they inform the applicability and potential impact of the guidelines in other sections.

THIRD

Fully engage the community if the project permits

SECOND

Pursue important community partnerships

FIRST

Learn about the community through research

Highest level of commitment

Planning Process Guidelines

1. RESEARCH THE NEIGHBORHOOD AND COMMUNITY

Most development projects already include some form of a market or feasibility study. An equitable development project requires more specific research into stakeholders and community assets, as well as community needs and existing inequalities. The type of research that developers choose will depend on multiple factors (such as, timeline, resources, or investor demands). Regardless of type, however, the findings from this research can guide development decisions that either leverage the strengths of a community or address its needs. The research also provides greater legitimacy to development decisions by tying them to thoughtful considerations regarding the local context of a project.

1a. Identify stakeholders

Stakeholders include anyone who might be affected by a new project, from building occupants, to people who live and work in the surrounding neighborhood, to individuals and businesses that will be involved in the design and construction of the project. Stakeholders also include community-based organizations, local government entities such as community boards and elected officials, and local businesses. All planning processes should start by identifying these stakeholders and considering how the project will affect them, both positively and negatively. Although most stakeholders are place-based and will be affected by neighborhood-level impacts of the project, others might be affected at a larger scale, such as through a citywide workforce initiative. Most of the guidelines in this section apply to place-based stakeholders, but development decisions can also address inequalities faced by disadvantaged groups citywide. These opportunities will be highlighted in other sections of the guidelines.

1b. Consult existing neighborhood plans or studies

For projects located in neighborhoods that have been the subject of recent plans and studies, substantial information that may inform the planning process is available. By consulting existing resources and recognizing the work that has already been done, developers have a greater opportunity to address community concerns and needs that

have already been raised. It is important to consider how an individual project fits into the larger strategy and plan for a neighborhood. Studies led by local government agencies, academic institutions, and research organizations can provide critical information about the priorities of a neighborhood and how a project can provide programs, services, and employment opportunities to support various stakeholders. Plans and studies that have received both community input and community approval should be prioritized. For an example, see the East Harlem Community Plan case study at the end of this section.

Where possible, the guidelines in this section should be followed first, as they lay the groundwork for equitable development.

Another reason to consult existing plans and studies is to avoid engagement or consultation fatigue among community members. In neighborhoods that have already participated in engagement efforts, it is important not to burden stakeholders without considering the input that they have already provided. The time and expertise already shared in previous engagement processes is highly valuable, and the developer's focus should be on learning from that expertise when it is available.

Two particularly relevant types of neighborhood studies are community needs assessments and community asset mappings. These neighborhood study methodologies are described below. If developers are conducting either of these studies, they should start as

early as possible in the planning process and be open to testing their underlying assumptions about the neighborhood or community.

Community Needs Assessment: When determining the types of spaces, services, and programs developers can provide in a project, it is important to understand the needs of the local community. A community needs assessment is an important tool for identifying the challenges facing a neighborhood and prioritizing solutions to those challenges. Examples are endless, and could range from providing childcare facilities to meet the needs of working parents, to improving the safety of sidewalks for children traveling to and from school, to increasing access to open space for the health and wellbeing of all community members. The format and scale of these assessments vary widely, from informal conversations to full public surveys. Steps include identifying the purpose of the assessment and the questions that need to be answered; designing and implementing the assessment; interpreting the results; and using the results to inform project plans.

Community Asset Mapping: The opposite of community needs are community assets—the people, places, institutions, or services in a community that have the potential to improve residents' quality of life. Local organizations,

volunteer groups, schools, hospitals, and parks are examples of community assets. It is important to understand a community's strengths before determining what interventions are necessary to improve a neighborhood or community. Community asset mapping is a method of creating an inventory of community assets and analyzing them. Mapping can take many forms, from an actual map that locates physical assets to a database that includes social, economic, and institutional assets. Mappings are most useful when they are made publicly available and can be adapted as neighborhoods change over time.

Community needs and assets should be identified with a diverse group of stakeholders because different people will have varying perspectives on what contributes positively to a neighborhood or what is needed most urgently. When done thoroughly and with the help of the community, these tools provide useful information to developers, communities, and local government agencies for future plans and projects. They also build capacity and knowledge about local priorities and resources for other stakeholders.

1c. Analyze existing data and maps

In neighborhoods that have not been planned or studied recently, or where conducting a new community needs assessment or asset mapping is not possible, developers can take advantage of other resources such as data and maps to inform development decisions. Demographic data are available for every city and metropolitan area in the country, and most local governments maintain

socioeconomic data as well as data on public health and access to services and amenities, such as parks, transportation, and food outlets. Academic institutions and research organizations are also important resources for data. When research capacity is not available in-house, developers can work with external researchers to unpack the information available from various data sources.

This research can provide developers with a better understanding of the local context of a project, at both the neighborhood and citywide scales. Data and maps can shed light on disparities between neighborhoods as well as citywide inequalities faced by different disadvantaged groups. Data sources on citywide inequality in New York City include the Equality Indicators, Measure of America's Data2Go, and several sources available from NYC agencies, including the Department of Health and Mental Hygiene's EpiQuery and Community Health Profiles, the Mayor's Office of Operations' Social Indicators Report, and the Center for Innovation through Data Intelligence's Disparity Report. Data on demographics and racial and economic inclusion from the 100 largest cities and 150 largest metropolitan areas are available from the National Equity Atlas maintained by PolicyLink and the USC Program for Environmental and Regional Equity, while a range of local data from across the United States is available from the U.S. Census Bureau's American FactFinder. Depending on the type and scale of a project, citywide analysis can point to development decisions that may address needs and priorities at a larger scale.
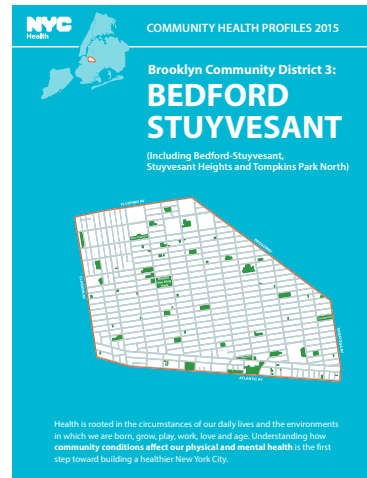
The NYC Department of Health and Mental Hygiene publishes Community Health Profiles for all NYC neighborhoods (including Bedford Stuyvesant, pictured here) to provide localized information on demographics, neighborhood conditions, and health outcomes. These findings may be useful for developers as they research the local context of a project.

Source: NYC DOHMH, https://www1.nyc.gov/ assets/doh/downloads/pdf/data/2015chp-bk3.pdf

2. PURSUE PARTNERSHIPS WITH COMMUNITY-BASED ORGANIZATIONS

Community-based organizations (CBOs) are important stakeholders in the planning process, and in some cases they can become partners in projects. A partnership might mean that the CBO provides insight into a neighborhood to supplement the research outlined above. A CBO can also facilitate broader community participation, serving as a liaison between developers and community members. CBOs can also be co-developers or key service providers, such as in a supportive housing project that requires mental health or employment services. Partnerships with trusted institutions provide legitimacy to a project and can help to garner support for development decisions, which in turn can help to ease project approval processes.

In some cases, partnerships can directly inform the design and use of physical spaces in the project. The David & Joyce Dinkins Gardens is a residential project that includes

space for the Harlem Congregations for Community Improvement (HCCI) Construction Trades Academy, a training and job placement program that provides Harlem residents with access to careers in the construction industry. HCCI is a nonprofit interfaith consortium of more than 90 congregations and, as a partner in the planning process, identified the need for employment programming.

3. ENGAGE THE COMMUNITY

Community engagement is a resource- and time-intensive process, but it can provide a crucial backbone for equitable development. It is an opportunity for different stakeholders to provide valuable information about the kinds of spaces, services, and programs they need and want. A single development project cannot meet all of a community's demands, but if an engagement process is carried out thoughtfully, it can produce findings that can inform future projects and larger neighborhood planning efforts in addition to informing the individual project itself. In addition, when projects require community support as part

of a larger approvals process, such as projects that require government approval for zoning changes, following best practices in community engagement can lead to stronger stakeholder buy-in and a smoother, more streamlined approvals process.

Engagement efforts should begin as early as possible in the planning process to ensure that stakeholder input is properly incorporated into project plans and proposals. The current public engagement process in New York City and elsewhere has been criticized for often approaching communities after key decisions in a project have already been made, making the engagement reactive rather than proactive. Treating community engagement as simply a box to be checked in a long list of requirements diminishes the opportunity for a project to be responsive and accountable to the results of the engagement. Furthermore, engaging the community early in the process can foster trust between the development team and the community.

There are different models of community engagement, including public meetings, interactive brainstorming and planning sessions, and visioning workshops. There are also many resources for urban planners that provide guidance for developers as well. The Community Planning Toolkit includes methods and techniques for designing an effective community engagement process. Rebuild by Design produced a collection of best practices based on the two-year engagement process for resilience planning after Superstorm Sandy. And the NYC Department of Housing and Preservation published a Neighborhood Planning Playbook that provides detailed steps for engaging communities in an inclusive way.

In New York City, there are a number of organizations that specialize in community engagement processes, including the Center for Urban Pedagogy and Hester Street Collaborative. Developers can learn from the work of these organizations and partner with some of them depending on the type, scale, and requirements of a project. Similar organizations are working in communities and cities around the country.

The NYC Department of Housing Preservation and Development, in collaboration with other City agencies, designed the Neighborhood Planning Playbook to guide these agencies and others through effective and inclusive planning processes.

Source: NYC HPD, http://www1.nyc.gov/site/ hpd/community/nyc-neighborhood-planning-playbook.page

Community engagement should be planned carefully based on the research findings and partnerships outlined in the guidelines above, as well as information available from other resources. The following guidelines highlight best practices around three important goals for community engagement: inclusiveness, comprehensiveness, and transparency.

3a. Ensure outreach and communication are accessible to all stakeholders

Developers should aim to reach as many different stakeholders as possible, including the most vulnerable and hard-to-reach populations. Information about the project and opportunities to provide input should be available through multiple channels. The increasing use of technology-based platforms for engagement, including interactive websites, mobile apps, and crowdsourcing platforms, makes it possible to reach people who might not be able or willing to attend in-person meetings. However, unequal access and ability to use technology means that this kind of engagement can exclude other key stakeholders. Public meetings, focus groups, and workshops are still important vehicles for community engagement and should be planned at different times of the week and day in order to capture stakeholders with different schedules. It is also important to remember the possibility of engagement fatigue and be careful not to schedule unnecessary meetings. When there are specific stakeholders who are still left out of these engagement methods, it may be necessary to meet stakeholders where they live or work

through flyers, phone calls, and face-to-face canvassing.

Outreach and engagement should be conducted in multiple languages, depending on the community. Issues related to language access should not prevent stakeholders from participating, so it might be necessary to involve translators and other partners to help facilitate communication. In general, a multi-dimensional outreach effort can help to ensure that more stakeholders are informed about the project and given the opportunity to be involved in the engagement process.

3b. Provide opportunities to engage at different stages in the process

A comprehensive community engagement process should gather input continually, not only at the beginning of a project. Building in opportunities for stakeholders to engage at different stages in the project allows developers to respond to input, revise a project, and remain accountable to the concerns and needs of the community. This feedback loop can also help to establish trust with the community and strengthen support for the project. Each stage of engagement is also an opportunity to reach more stakeholders.

It is especially important to schedule additional meetings and other outreach efforts when significant changes have been made to a project. In addition to ensuring that the community has the chance to respond to the changes, continued engagement also contributes to the transparency and accountability of the project, as outlined in the next guideline.

3c. Ensure a transparent process and a responsive project

Transparency is a crucial component of a community engagement process. Findings from the process should be documented and made available to the public, whether in a physical report, on a website, or through another medium. Similar to the multi-dimensional outreach effort outlined above, communication about development decisions should be accessible to different stakeholders.

The ultimate measure of success for a community engagement process is the extent to which the findings are incorporated into the project.

The ultimate measure of success for a community engagement process is the extent to which the findings are incorporated into the project. In order for developers to be accountable to the community, they should document the ways in which community input has informed project decisions.

A community benefits agreement (CBA) is one way to ensure that a community's priorities and concerns are addressed in a development project. CBAs are discussed in greater detail in the Employment and Procurement section of the guidelines, though many of these agreements also include terms related to other sections such as Designated Space and Housing.

Case Study: East Harlem Neighborhood Plan

In 2014, NYC Mayor Bill DeBlasio announced *Housing New York*, a plan to rezone 15 neighborhoods for higher-density development as part of his vision to build or preserve 200,000 units of affordable housing. While this plan is a step towards the creation of more affordable units, many neighborhoods worry that encouraging denser development will ultimately privilege real estate investors and developers over residents. The City has expressed a commitment to integrating community needs and perspectives in its rezoning plans, and the Department of City Planning (DCP) has been working on tailored proposals for each neighborhood. Meanwhile, many neighborhoods are undergoing their own community planning efforts as a way to ensure that the rezoning plans take into account local needs.

In the case of East Harlem, City Council Speaker Melissa Mark-Viverito formed a steering committee of community and government stakeholders to develop a comprehensive neighborhood plan. WXY Studio and Hester Street Collaborative, specialists in urban planning and engagement, facilitated visioning sessions with committee and community members throughout a two-year engagement process that resulted in the East Harlem Neighborhood Plan (EHNP). The plan contains 232 recommendations across the following topics: arts and culture; open space and recreation; schools and education; pre-kindergarten, daycare, and afterschool; public housing; housing preservation; small businesses, workforce and economic development; affordable housing development; zoning and land use; transportation, environment and energy; safety; and health and seniors.

By many accounts, the structure of the process, the number and diversity of engaged stakeholders, and the long-term commitment of all parties involved resulted in an inclusive and comprehensive process and community development plan. However, the recent rezoning proposal for the neighborhood has received criticism for not incorporating enough of the EHNP priorities. While it was ultimately approved, the public review process for the proposal raised questions about the value of community planning and engagement if the outcomes are not incorporated into final plans and proposals for development. This case study highlights the importance of all three of the community engagement goals described above: inclusiveness, comprehensiveness, and transparency. Developers should aim for these goals when following all of the guidelines in this section, especially when using these guidelines to inform development decisions in other sections.

The East Harlem Neighborhood Plan is the result of a recent community engagement process that has been held up as a good example of inclusiveness, comprehensiveness, and transparency.

Source: http://www.eastharlemplan.nyc/

Employment and Procurement

Equitable employment and procurement practices can expand economic opportunity for local communities and disadvantaged groups. These practices are relevant for all of the various employers involved in a project, including developers, designers, contractors, suppliers, and others. All of these employers have the opportunity to commit to responsible business practices that contribute to equity in different ways.

All types of projects can incorporate these guidelines: residential or commercial, small-scale or large-scale, for-profit or non-profit. While some of these guidelines will be more feasible for developers working on large-scale projects, projects of any size can incorporate aspects of each guideline. For instance, developers with fewer resources or working on small-scale projects can still make a good-faith effort to hire a diverse workforce, even if more intensive guidelines, such as providing job training, are out of reach.

Many of the guidelines in this section stem from the terms included in community benefits agreements (CBAs) that developers and stakeholders (such as community members, labor organizations, and government agencies) have established for projects around the country. CBAs are contracts that outline a developer's contributions to the community, including efforts to offset potential negative impact,

in exchange for the community's support of the project. CBAs may be narrow or expansive, depending upon the scale of the project, and they often include equitable employment and procurement practices.

A key issue that hinders the effectiveness of CBAs is lack of enforcement and accountability. This issue pertains to many of the guidelines in this section. Some of these guidelines are already common practice in certain industries, but state and local policy often determines how widely they are implemented. Developers should consider selecting a point person or team to strategize and execute these practices, including a strong and enforceable written agreement.

Employment and Procurement Guidelines

1. PROVIDE LIVING WAGES TO ALL PROJECT EMPLOYEES

Paying fair and sufficient wages to workers according to the local cost of living is one vital piece of the equitable development puzzle. The minimum wage is set by federal and state regulation, but in much of the United States, the cost of living far exceeds the federal and state minimum wage. As a result, some cities have their own wage standards that are better suited to higher costs of living in these localities. In addition, projects that are developed through contracts with local governments or negotiations with labor unions sometimes require higher wages for workers than the state minimum wage. The wage necessary to match the cost of living is called a "living wage."

A report from the Economic Policy Institute found that communities and municipalities in which workers earn a living wage benefit economically, with comparatively little cost to the municipality itself. While their study focused on government contracts and

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Federal and New York State minimum wage

Federal minimum wage: Since July 24, 2009, the federal minimum wage has been $7.25 per hour. Many states have their own minimum wage laws, and employers must comply with both the federal and state laws.

New York State and New York City minimum wage: Since December 31, 2017, the minimum wage in New York State has been $10.40 per hour, with $11.00 for Long Island and Westchester, $12.00 for small employers (10 or fewer) in New York City, and $13.00 for large employers (11 or more) in New York City. By the end of 2019, small and large employers in New York City will be required to pay a minimum wage of $15. Long Island and Westchester will have a $15 minimum wage by the end of 2021 and the remainder of New York State at a later date, based on an annual increase.

budgets, the positive impact of living wages in low-income communities suggests that providing living wages to development project employees can help to address income disparities faced by disadvantaged groups in the surrounding neighborhood and citywide.

Many CBAs include living wage provisions. For example, the Lorenzo Project CBA required that workers hired for certain construction jobs earned at least a living wage as determined by the City of Los Angeles. In addition, 60% of the project's permanent workers earned a living wage. The Gates Cherokee Project CBA not only created living wage jobs for the construction of the project, but it also prohibited the inclusion of big-box stores (which tend to pay low wages) as tenants in the development, thus contributing to long-term economic benefits.

2. ENSURE WAGE EQUITY

Wage equity ensures that employees receive fair pay in accordance with their rank and performance, regardless of their race, gender, sexual orientation, or any other distinction. Wage equity for women is particularly important to consider in a development project because women are underrepresented in the development and construction industries and are typically paid less than their male counterparts. Wage equity for women has been included in various federal, state, and local legislation, and equitable development requires that employers remain committed to equal pay for equal work paradigms.

Another area of wage equity that is less researched but also important to consider is pay-scale equity. The JUST program includes a measure of pay-scale equity in its assessments of equitable organizations. In order to qualify under the pay-scale equity measure, the wage ratio between the most- and least-compensated employees must not exceed a certain threshold. While this measure is not as widely implemented as broader wage equity practices, it is an important one to consider in the context of the profit-driven development industry.

3. HIRE EMPLOYEES FROM DIVERSE, LOCAL, AND DISADVANTAGED GROUPS

Workforce diversity should be a cornerstone of every equitable development project,

Resources

Living Wage - Partnership for Working Families: Basic information on living wage legislation and policies and tips on how employers can exceed the minimum requirements.

Living Wage Calculator - MIT: Estimate the cost of living in your community or region. The calculator lists typical expenses, typical wages, and the living wage for the selected location.

Just.

Organization Name: International Living Future Institute and Cascadia
Organization Type: Charitable Organization
Headquarters: Seattle, Washington
Satellite Facilities: Portland, OR, Vancouver, BC
Number of Employees: 23

Social Justice and Equity Indicators:

Diversity
Non-Discrimination
Gender Diversity
Ethnic Diversity

Equity
Full Time Employment
Pay-Scale Equity
Union Friendly
Living Wage
Gender Pay Equity
Family Friendly

Safety
Occupational Safety
Hazardous Chemicals

Worker Benefit
Worker Happiness
Employee Health Care
Continuing Education

Local Benefit
Local Control
Local Sourcing

Stewardship
Responsible Investing
Community Volunteering
Positive Products
Charitable Giving
Animal Welfare
Transparency

THE SOCIAL JUSTICE LABEL
INTERNATIONAL LIVING FUTURE INSTITUTE™

This sample label from the JUST Program includes the various indicators of social justice and equity by which this rating system measures businesses. Pay-scale equity is one of those indicators.

Source: Just, https://living-future.org/just/#sample-just-label

regardless of its type or scale. Diversity in the workforce can mean many different things, from racial and ethnic diversity to socioeconomic diversity. Projects that prioritize workforce diversity can help to address inequalities in employment, income, and economic opportunity for many different groups.

Policies that relate to workplace diversity (such as the Civil Rights Act of 1964 and the Equal Pay Act of 1963) are often those that prevent discrimination, but it is also important to consider those that incentivize or promote proactive inclusion and diversity. Proactive initiatives include targeted hiring programs, that in some cases are required for publicly-subsidized projects. In New York City, for example, agencies like the Economic Development Corporation have workforce targets for their real estate development projects, including targets for hiring low-income New Yorkers. Developers building projects through

certain city contracts are required to participate in HireNYC, a program that connects unemployed or underemployed workers to entry- and mid-level job opportunities in both temporary (e.g., construction) and permanent (e.g., on-site retail) jobs.

First source hiring policies or local hire ordinances aim to maximize the employment of local residents and contribute to the economic development of a neighborhood, city, or metropolitan area. While there are no federal or state policies requiring first source hiring, many major cities have local hire guidelines or requirements for publicly-funded projects. Policies often specify the geographic area from which workers can be hired, but others identify local workforce development partners that can connect unemployed or underemployed residents to project jobs (such as HireNYC, as noted above).

Many CBAs include benchmarks for targeted hiring of different groups of people, including local residents, racial and ethnic minorities, women, and low-income individuals. Some CBAs include benchmarks that are even more specific. The Staples Center CBA, for example, included hiring requirements for individuals displaced by the project. The aforementioned

Lorenzo Project CBA included temporary and permanent hiring requirements for "at-risk" individuals who face certain barriers to employment, including homelessness, low education, and involvement with the justice system.

The recent publication Building America While Building Our Middle Class outlines best practices for designing and implementing equitable hiring programs that have the potential to benefit underserved neighborhoods. These practices include community engagement (see the Planning Process section of the guidelines), designation of a coordinator to oversee the program, and clear and enforceable accountability measures. This report focuses on infrastructure jobs, but the definition of infrastructure includes public buildings and can be extended to include development projects more generally. Because infrastructure is one of the few industries that provides opportunities for people with lower levels of formal education or who experience barriers to employment, as stated earlier, development projects are a unique opportunity to address employment inequalities for many different groups through targeted hiring.

In addition to diversifying the workforce employed in the construction and occupation of a project, there are ways in which development teams can diversify their own workforces. There are programs dedicated to diversifying the real estate industry, including the Real Estate Associate Program, a professional development program aimed at providing networking opportunities to connect real estate companies and minority real estate professionals. The Urban Land Institute's Real Estate Diversity Initiative is another professional development and career-mentoring program available to women and minorities who want to enter the real estate development field. While these initiatives focus on overcoming employment barriers for individual professionals rather than directly helping development companies hire a diverse workforce, developers can engage in partnerships with professional development programs like these in order to expand their recruiting networks and access a more diverse pool of candidates.

4. PRIORITIZE LOCAL OR DISADVANTAGED BUSINESSES WHEN PROCURING MATERIALS OR SERVICES

Contracting or subcontracting businesses owned by women, minorities, or other disadvantaged populations is another way that developers can contribute to the economic opportunity of these groups. Equitable development should strive for equal access to procurement contracts and the business development and economic empowerment that comes with them.

A Minority and Women-Owned Business Enterprise (MWBE) is a business that is at least half owned, controlled, and operated by a member (or members) of one or more designated minority groups including Black, Hispanic, Asian Pacific, and Asian-Indian; or by a woman (or women).

An Emerging Business Enterprise (EBE) is a business that is at least half owned, controlled, and operated by a person (or people) who can demonstrate social and economic disadvantage, such as chronic and substantial negative treatment due to diminished access to capital and credit. The net worth of disadvantaged owner(s) must be less than $1 million.

A Locally Based Enterprise (LBE) is a business that conducts at least one-quarter of its work in an economically depressed area, or employs economically disadvantaged individuals in at least one-quarter of its workforce.

Requirements for procurement from MWBEs and EBEs appear frequently in federal, state, and local contracting, and for publicly-funded development projects. Sometimes, these requirements are paired with capacity-building programs for contractors.

Developers that require assistance identifying qualified MWBEs and EBEs, or that want to support the work of capacity-building programs, can collaborate with one of the many national and local organizations dedicated to supporting these businesses and connecting them with contracting opportunities. The National Minority Supplier Development Council (NMSDC), for example, advances business opportunities for certified minority business enterprises, connecting them to clients and facilitating their integration into corporate and public-sector supply chains. NMSDC offers a Minority Business Enterprise Certification and other educational programs. In New York City, the Business Outreach Center supports small businesses in securing construction contracts through financing, networking, and training.

In addition to MWBE and EBE requirements, some states and cities have local procurement requirements as well. There is evidence that cities that prioritize local procurement and establish the appropriate pipelines to engage businesses and connect them to opportunities have more successful programs. This work is also being done at the grassroots level. The Bronx Cooperative Development Initiative recently created BronXchange, "an online marketplace that connects Bronx institutions and nonprofit organizations with high-road, local businesses in order to meet their local purchasing goals and support a more sustainable, equitable, and democratic local economy." Indeed, anchor institutions are emerging as leaders in local procurement. Developers can tap into the growing network of organizations committed to equitable economic development.

Projects that prioritize workforce diversity can create job opportunities and help to address inequalities in employment, income, and economic opportunity for many different groups.

Some CBAs include requirements for MWBE and local procurement. The Kingsbridge Armory CBA, for example, established a local procurement plan that is designed to continue after construction and requires the developer to appoint a senior procurement official to implement the plan.

5. INCORPORATE THE ABOVE PRACTICES INTO THE LEASE AGREEMENTS OF COMMERCIAL TENANTS

Developers working on non-residential projects can support long-term equitable employment practices in the spaces they build by incorporating the above guidelines into the leases they issue to commercial and industrial tenants. Developers (or subsequent owners of a project) can require, as a condition of occupation, that any tenant who leases space in the project abide by the same wage, hiring, and procurement practices that the developer implemented.

Examples of CBAs that required commercial tenants to hire local and minority workers in addition to the developer's commitment to do so include the LAX redevelopment, and the Oakland Army Base project.

6. SIGN AND ENFORCE A PROJECT LABOR AGREEMENT, LABOR PEACE AGREEMENT, OR COMMUNITY BENEFITS AGREEMENT

A project labor agreement is a collective bargaining agreement that essentially guarantees that developers will use union labor for a project. A labor peace agreement is a contract promising that an employer will not interfere with its employees' organizing. Developers and communities can create their own labor agreements that benefit the community and include some of the requirements described in this section.

As noted above, CBAs include many of the guidelines in this section. Establishing a new CBA with a community may not always be possible, but when developers have the resources available, it is the best practice. There are a number of resources to help create a successful CBA, including analysis of what has not worked in the past. The Partnership for Working Families is a leader in this area of work.

Any agreement signed by the developer and other stakeholders should have clear terms for enforcement and accountability. Clawback provisions are an example of an accountability measure in which public subsidies can be reclaimed by government agencies if developers fail to adhere to the terms of a contract.

7. PROVIDE APPRENTICESHIP PROGRAMS (IN PARTNERSHIP WITH LABOR UNIONS)

Labor agreements, which are typically negotiated by union representatives, can be controversial in some cases. Requiring union labor helps to ensure that unionized workers receive good wages and benefits, including job and safety training. However, labor unions have specific employment pipelines, meaning that those "good jobs" will likely not be available to local or disadvantaged residents. Furthermore, the construction trades have historically lacked diversity, excluding racial and ethnic minorities and women from their ranks. The recent push for apprenticeship and pre-apprenticeship programs has seen an increase in young people of color and women pursuing careers in construction.

high school students. In the Hollywood and Highland redevelopment in Los Angeles, CA, the developer created a job center on site so that employment specialists could funnel qualified applicants into jobs on the project and direct those who needed training to workforce development programs.

Developers have the opportunity to expand access to good jobs in local communities by collaborating with organizations (union and otherwise) that provide apprenticeships, career-oriented job opportunities, and professional development.

Developers have the opportunity to expand access to good jobs in local communities by collaborating with organizations (union or otherwise) that provide apprenticeships, career-oriented job opportunities, and professional development. In the Midtown Exchange Project in Minneapolis, MN, for example, the developer worked with the Minneapolis Employment and Training Program and the local building trades council to establish a strong pre-apprenticeship program for local

Resources

The Building America While Building Our Middle Class report examines in detail the value of apprenticeship programs and recommends apprenticeship utilization requirements for infrastructure projects.

There are a number of guides for employers looking to create apprenticeship programs, including guides from the American Institute for Innovative Apprenticeship and the Manufacturing Institute.

Designated Space

All publicly-accessible spaces in a development project have the potential to contribute to the social and economic wellbeing of neighborhoods and disadvantaged groups. A designated space can address a wide range of inequalities, from access to services to economic opportunity. A project that includes an affordable health clinic, for example, can help to address inequalities in health care access and health outcomes. Designating space for a Minority and Woman-Owned Business Enterprise (MWBE) can help to address inequalities in business development.

These guidelines provide different options for designating space. Designated space can be included in almost all types of projects, except for those with limited public use such as heavy industrial projects. Every example of designated space included herein is accompanied by examples of inequalities that can be addressed by including the space in a project.

Designated Space Guidelines

1. DESIGNATE SPACE FOR A COMMUNITY ASSET THAT MEETS A DEMONSTRATED NEED

A community asset can be a physical space that fosters civic engagement, a service that addresses an existing inequality, or a business that supports the local economy. In order for a community asset to qualify as a designated space, it must meet a demonstrated need. Demonstrated needs should be identified through research, consultation with local partners, and/or direct engagement with the community, as described in the Planning Process section of the guidelines.

In addition to identifying the needs of the local community, developers may also consider citywide inequalities and priorities that can be addressed through their projects. Citywide and neighborhood disparities exist in many different areas of urban life, including those identified in the Equality Indicators: economy, education, health, housing, justice, and services (e.g., transportation, parks, and arts).

With an understanding of the needs of the local community and the inequalities faced by disadvantaged groups at the neighborhood or city level, developers should then demonstrate how the creation of a designated space responds to one or more of those needs or inequalities.

The Houston Street Center is an example of a community center that was built in partnership with community-based organizations and that uses flexible space to serve different groups of people in the neighborhood.

Source: Wikimedia Commons: https://commons.wikimedia.org/wiki/File:University_Settlement-Houston_Street_Center.jpg

Examples of designated space:

▶ A **community center** may address inequalities related to civic engagement, neighborhood cohesion, and access to services provided by community organizations.

The Houston Street Center is an example of a community center created as part of a mixed-use development that includes both luxury and affordable housing, in addition to retail. The Center is owned and operated by a partnership between University Settlement

health, education, and other areas that evolve as communities change and grow. The joint partnership between University Settlement and the Chinatown YMCA highlights the benefits of providing flexible space that can be used in multiple ways. A space that can be shared by different groups of people, such as children, adults, and senior citizens, can help to foster relationships among neighbors.

▶ A **school** or educational nonprofit may address inequalities related to education outcomes.

With an understanding of the needs of the local community and the inequalities faced by disadvantaged groups at the neighborhood or city level, developers should then demonstrate how the creation of a designated space responds to one or more of those needs or inequalities.

and the Chinatown YMCA. From the beginning, these partners worked with the developer to maximize the utility of shared space so that it could be used by both organizations for different purposes, including fitness facilities, continuing education classes, meeting spaces, and after-school programs.

The Houston Street Center is also a good example of the added benefit of creating partnerships with and among community-based organizations (CBOs) and of making space flexible to serve multiple purposes. It is based on the settlement house model, which is rooted in a history of service provision in

The East Harlem Center for Living and Learning is a mixed-use development that includes the DREAM K-8 charter school, which serves 450 students with a preference for children living in nearby public housing or the East Harlem neighborhood. The project was developed in partnership with Harlem RBI, a local youth organization. Harlem RBI helped to identify the community need for educational facilities. The project also includes office space for Harlem RBI, fulfilling a separate guideline in this section.

▶ An **arts or cultural institution** may address inequalities related to access to arts educa-

tion for children and youth. Research from the National Endowment for the Arts touts the benefits of involvement in the arts, particularly among students with low socioeconomic status. Furthermore, an institution that provides culturally relevant programs and features the work of local artists can serve as an important community space for education and engagement.

The Children's Museum of Pittsburgh was recently featured in the New York Times as one of a number of museums around the country that are leasing space to other organizations. The Children's Museum of Pittsburgh includes space at reduced rents for a public school, an educational nonprofit, and a radio organization.

◥ A **library** may address inequalities related to education, internet access, economic opportunity, and civic engagement.

The Bronx Library Center opened in 2006 to replace the former Fordham Library and

meet a growing demand for both space and programming. The library expanded annual circulation and created the Latino and Puerto Rican Cultural Collection of bilingual books. It also provides a range of services, including English classes, financial counseling, and an auditorium that hosts public events for the community.

◥ **Manufacturing space** can provide jobs for disadvantaged groups directly, addressing inequalities in employment and income. Depending on the types of manufacturing jobs created, the disadvantaged groups that might benefit include individuals with a low level of education or involvement with the criminal justice system.

The Brooklyn Navy Yard, a city-owned industrial park generating $2 billion in annual economic output, is undergoing an expansion that aims to double employment by 2020. Four of the development projects listed on the Brooklyn Navy Yard website promise to create 9,000 jobs. The Yard also includes an

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Retail diversity & co-location

In some neighborhoods, demonstrated needs might include retail diversity. Particularly in areas experiencing the proliferation of a limited type of retail (for example, restaurants, bars, and coffee shops), ensuring that different types of retail remain accessible to local residents is an important way of addressing community needs. Preserving and enhancing retail diversity in a neighborhood can also address inequalities in commuting and transportation when more of a resident's daily needs are in close proximity to home. Locating retail and other services near each other can decrease necessary travel time and improve access, especially for disadvantaged groups such as senior citizens and individuals with physical disabilities.

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employment center, connecting people to the thousands of jobs the industrial park provides and providing job training in partnership with Brooklyn Workforce Innovations.

2. DESIGNATE SPACE THAT IS ACCESSIBLE, AFFORDABLE, AND CULTURALLY RELEVANT

In most projects, designated space should be open to the wider community, with the exception of retail or office space for certain businesses and organizations. Spaces that are accessible only to the occupants of a building, such as a private garden or recreation facility, do not qualify as designated space. Some private spaces might qualify under guidelines in other sections, such as spaces that house supportive services in affordable housing projects or that follow active design standards. Designated space, however, must serve the public, including the surrounding neighborhood and citywide disadvantaged groups.

Another crucial component of designated space is that it is affordable to the people it is meant to serve. A high-end grocery store within a mixed-use development in a low-income neighborhood, for example, would not qualify as a designated space. Although it would provide healthy food options, if those options are not financially available to groups facing food insecurity or other economic and health inequalities, this grocery store would not contribute to equitable development.

Finally, developers should make an effort to select building tenants that provide cultur-

ally-relevant goods, services, and programs for the community. When building a project in an immigrant community, for example, a retail space that caters to the local immigrant population might qualify as a designated space. In neighborhoods experiencing displacement of local businesses, particularly ones that provided culturally relevant retail, this consideration is even more important.

Examples of designated space:

◥ An **affordable grocery store** can help to address inequalities related to food access, health, and poverty by increasing the availability of fresh food. Depending on the local neighborhood context, ensuring that food items are both affordable and culturally relevant might be an additional consideration.

CUNY Graduate School of Public Health and Health Policy research recently illuminated the need for affordable and culturally relevant grocery options in East Harlem. In 2013, with the help of Food Retail Expansion to Support Health (FRESH) incentives for developers to designate ground-floor space for supermarkets, Super Fi Emporium opened in East Harlem, increasing food access in the neighborhood and creating local jobs. Another FRESH project, Strivers Plaza, was recently completed in Central Harlem.

◥ A **health center** may address inequalities related to access to and quality of health care, including indicators of mortality and wellbeing.

The proposed Healthview Pavilion in Flushing is an example of a project that would address the health needs of the local neighborhood through culturally relevant services.

Source: NYC EDC, https://www.nycedc.com/ press-release/mayor-de-blasio-announces-plans-65-million-community-health-center-flushing

The Charles B. Wang Community Health Center recently announced plans to build a new facility in Flushing, Queens. Charles B. Wang has been a leader in health care for Asian and Asian American New Yorkers for decades. It provides affordable health care as a federally qualified health center, and its staff are fluent in many languages, including Mandarin, Vietnamese, and Korean. Its services help immigrants and English language learners to overcome language barriers in accessing health care, and its community health programs help to address health outcomes that disproportionately affect Asian and Asian American New Yorkers (such as chronic Hepatitis B).

3. DESIGNATE SPACE FOR A LOCAL NONPROFIT OR COMMUNITY-BASED ORGANIZATION

Developers may designate space for a local nonprofit or a CBO that serves the surrounding neighborhood or citywide disadvantaged groups. An international nonprofit that operates abroad would not qualify as a designated space, nor would a national research organization that does not provide direct services. Mission-driven for-profit organizations also do not qualify under this guideline, but they may qualify under another guideline in this or another section.

Designating space for CBOs can help them provide needed services, support community advocates' work in the neighborhood, and promote civic engagement among neighbors. Developers might also accompany designated space with substantive financial support in the form of a monetary donation, an in-kind donation such as furniture and furnishings, or a rent or mortgage deal that reduces the financial burden of the organization. A rent or mortgage deal should include clear terms in order to avoid future issues such as short-notice evictions. This guideline can benefit the developers or owners of a project by filling hard-to-rent spaces and, in some cases, allowing them to qualify for a tax benefit in the form of less taxable gross income.

The organization(s) to be housed in a project might be identified in the Planning Process, and in some cases, the organization might become a partner in the project. The East Harlem Center for Living and Learning project noted above, for example, both provided space for Harlem RBI and worked with them to identify community needs.

4. DESIGNATE SPACE FOR DISADVANTAGED BUSINESS OWNERS

There are several categories of businesses that would qualify as tenants under this guideline: Minority and Women-Owned Business Enterprises, Emerging Business Enterprises, and Locally Based Enterprises (see the Employment and Procurement section for more information about these types of businesses).

Designating space for underrepresented or disadvantaged business owners can help to address inequalities in business ownership and economic opportunity.

Designating space for underrepresented or disadvantaged business owners can help to address inequalities in business ownership and economic opportunity. Selecting locally-owned businesses as tenants can also help to preserve and support the local economy because local businesses tend to recirculate more revenue within the community than national chain stores do. Furthermore, locally-owned businesses have been tied to enhanced community wellbeing and civic engagement. Local businesses can serve as meeting places and unofficial landmarks, carrying local significance as community assets. Business owners with a stake in the community can also contribute to neighborhood safety and cohesion.

As with other guidelines in this section, potential tenants can be identified in the Planning Process, described earlier. In neighborhoods experiencing new development and gentrification, developers can prioritize businesses that have recently been displaced, including long-standing "mom-and-pop" stores or businesses that provide culturally-relevant goods and services to the local community.

Housing

Housing contributes to equitable development in many ways. Building affordable housing can help to address a growing concern for many communities, and this section will discuss some of the challenges and opportunities that developers should take into account. There are also a number of housing models and strategies, such as supportive housing and community ownership, that further serve and empower communities, increasing a project's potential to have a deep and long-term impact.

Lack of affordable housing is an issue in cities and states across the country. The Joint Center for Housing Studies of Harvard University reported that in 2014, more than one-third of U.S. households were cost-burdened, spending more than 30% of their income on housing; more than 16% of households were severely cost-burdened, spending more than 50% of their income on housing. A closer look at the housing affordability crisis reveals that renters, particularly extremely low-income and racial and ethnic minority renters, are more likely to struggle with the costs of housing. Almost half of renters in the United States are rent-burdened (spending over 30% of their income on rent), and a staggering 83% of the households with the lowest incomes (those making less than $15,000) are rent-burdened. Indeed, no county in the United States provides enough affordable housing for extremely low-income renters. In New York City, severe rent burden is experienced most acutely by Hispanic (30.1%), Asian (29.7%), and black (27.8%) New

Yorkers, compared to white New Yorkers (22.7%), although rates do not fall below one in five for any of these groups.

Policy Context

Affordable housing is a complex policy issue at all levels of government. There are research organizations that specialize in affordable housing policy, including the NYU Furman Center and the Urban Institute, whose reports are highly relevant to the guidelines in this section. Some of the policy tools used by the public sector to incentivize and subsidize the development of affordable housing are explained here.

The Low-Income Housing Tax Credit program is the largest federal program designed to produce and preserve affordable rental housing. The program offers investors federal tax credits (equity) in exchange for the development of affordable housing units, typically managed by the state. State and local administrators set the program goals, which allows them to customize the program to the local needs of the area. Some states might focus on target populations of renters while others might focus on certain types of projects or certain geographic areas.

Inclusionary zoning requires new market-rate development projects to include a minimum percentage of affordable units that remain affordable for a set period of time. Local governments might offer incentives to offset the extra cost of providing affordable units, such as density bonuses that allow developers to build taller buildings and gain more revenue. New York City recently enacted Mandatory Inclusionary Housing, requiring developers building residential projects in certain neighborhoods to set aside a portion of the units for permanently affordable housing.

Housing trust funds are public sector tools designed to provide financial resources for affordable housing development. A state or local agency is normally responsible for the collection and distribution of the fund's resources. The fund's sources might include real estate transfer taxes, accumulated interest from real estate transactions, and penalties from real estate excise taxes.

None of the abovementioned policies and tools provide a perfect solution to the growing need for affordable housing. In New York City and other places facing affordability crises and the pressures of gentrification and displacement, it is difficult to meet the needs of all stakeholders. Although developers may not be able to incorporate all of the following guidelines in one project, each best practice can contribute to equitable development in some way. It is important to consider what the trade-offs are when prioritizing which guidelines to follow, including the potential impact on different disadvantaged groups. Ultimately, these guidelines aim to push new development projects beyond the minimum requirements for public incentives.

Housing Guidelines

1. MAXIMIZE THE NUMBER OF AFFORDABLE UNITS

Development projects that include housing should maximize the number of units that are affordable. A project that is 100% affordable is the ultimate goal, but it is often more financially feasible to balance a combination of affordable and market-rate units in one project. There are existing policy mechanisms to create more affordable housing units, including the Low-Income Housing Tax Credit program and inclusionary zoning.
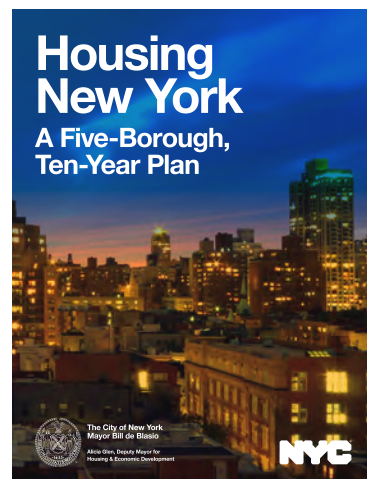
2. MAKE HOUSING UNITS PERMANENTLY AFFORDABLE

One component of the affordable housing crisis in New York City and other places is the expiration of affordable housing units. Many forms of publicly-subsidized, privately-owned affordable housing are only affordable for a set period of time. A 30-year life span is touted as long-term affordability, but the recent and upcoming expiration dates on projects developed in New York City in the last few decades will exacerbate an already dire need for affordable housing citywide. Therefore, it is critical to include permanently affordable units in projects. In some cases, permanent affordability can be achieved using alternative housing models, some of which will be discussed later in this section.

Housing New York
A Five-Borough, Ten-Year Plan

In 2014, Mayor de Blasio released the Housing New York plan to create and preserve 200,000 affordable housing units in ten years. In 2017, the Mayor released Housing New York 2.0, committing to a new goal of 300,000 units by 2026.

Source: NYC HPD, http://www1.nyc.gov/site/hpd/about/housing-plan.page

3. INCLUDE DEEPLY AFFORDABLE UNITS

Development projects should also maximize the level of affordability of housing units, making them accessible to low- and extremely-low income residents. This guideline is sometimes at odds with the first guideline in terms of financial feasibility, and developers should be intentional about which guideline to prioritize. The level of affordability is particularly important in a place like New York City where affordable housing is in short supply for individuals and families in multiple income brackets. The Housing New York plan aims to build or preserve 200,000 units in ten years, but meeting this target might come at the expense of affordability for the lowest-income New Yorkers. Recent changes to the housing plan and the 2017 plan update indicate progress toward addressing this issue.

In some neighborhoods, the affordable housing debate focuses on the tension between the affordability of new units and the income levels of neighborhood residents. For example, if a project provides units that are affordable at 60% of the area median income (AMI) but the majority of neighborhood residents have incomes at 30% AMI, the question becomes for whom is the project affordable. At the same time, tying the level of

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Area median income in New York City

Area median income (AMI) is the metric calculated by the U.S. Department of Housing and Urban Development (HUD) to determine the appropriate level of affordability for subsidized housing in a given region. A region's AMI is calculated annually and is based on the combined average household income of its residents at different household sizes. All household incomes can then be measured as a percentage of the city's AMI. For example, New York City's 2017 AMI was $95,400 for a four-person household, so a household of the same size that earned $28,620 annually had an income at 30% AMI. New York City's Department of Housing Preservation and Development creates local standards for affordable rental properties based on HUD's AMI calculations. For example, a four-person household at 100% AMI should be able to afford $2,406 in monthly rent for a three-bedroom unit, while a household at 30% AMI can afford $594 in monthly rent for a three-bedroom unit.

The challenge with using AMI in New York City is that the calculation includes the median income of several wealthy suburbs within the metropolitan region, effectively skewing the numbers so that more than half of NYC households actually sit below the city's assigned AMI. This means that even when developers or city agencies create housing projects that meet the set standards of affordability, it is often the case that those "affordable" rents are still too high for the people living in certain neighborhoods.

Joint Ownership Entity

Nonprofit developers are perhaps best suited to meet the demands of the lowest income residents; however, it is challenging for them to compete for financing and public contracts. In New York City, the Joint Ownership Entity (JOE NYC) aims to address this issue. JOE NYC was founded by a group of community development corporations to assist in securing financing for their development projects, thus ensuring the long-term affordability of their properties and increasing stability in the communities in which the projects are located.

affordability to neighborhood income levels may not achieve the intended outcome when an affordable housing project is located in a moderate- or high-income neighborhood. Therefore, this guideline calls for "deeply" affordable units that are available to low- and extremely-low income renters specifically, regardless of where a project is built.

4. PROVIDE SUPPORTIVE HOUSING UNITS

Supportive housing units benefit specific disadvantaged groups that need affordable housing as well as on-call services to maintain a healthy lifestyle. These groups include the formerly homeless, those with mental illness or substance use issues, and those with chronic illnesses. On-site services range from health management programs, to job assistance, to educational classes. Supportive housing typically requires a nonprofit partner to provide and manage the services. Settlement houses are important service providers and potential partners for developers. In addition, some community development corporations specialize in supportive housing, including Nazareth Housing in New York City.

Supportive housing is incredibly important in neighborhoods with residents facing displacement and homelessness, as well as in naturally occurring retirement communities with aging populations.

5. EXPAND OPPORTUNITIES FOR HOMEOWNERSHIP AND COMMUNITY OWNERSHIP

Much of the debate and policy around affordable housing focuses on renters, which is appropriate for a city like New York in which two-thirds of the population rent rather than own. However, expanding opportunities for homeownership to disadvantaged groups that have faced historical, structural barriers is also an important component of equitable development. Projects that include affordable units for homeownership can help to address stark inequalities faced by groups such as racial and ethnic minorities and lesbian, gay, bisexual, transgender, and queer individuals and couples.

Beyond individual homeownership, community ownership is an even stronger model for building permanent and deeply affordable

housing. As affordable housing becomes scarcer and existing policy is unable to meet increasing demand, developers should consider alternative housing models. These models are also important tools for mitigating displacement in gentrifying neighborhoods.

The first such model is the community land trust (CLT). CLTs establish affordable resident ownership of housing units and local control of land and other resources. A nonprofit usually obtains the land at low or no cost and maintains control over the land for the benefit of the community. When housing is developed on the land, prospective homeowners

and expansion of CLTs in certain neighborhoods. As with many other equitable development initiatives, successful partnerships are critical, and there are NYC-based organizations leading the way for CLTs. The NYC Community Land Initiative, for example, is a network of organizations dedicated to establishing CLTs and providing resources and education for interested stakeholders.

Developers interested in building projects in partnership with CLTs can utilize some of the resources provided by local organizations, as well as national-level research such as a report from the Institute for Community Economics.

Beyond individual homeownership, community ownership is an even stronger model for building permanently and deeply affordable housing.

enter into a long-term, renewable lease of the housing unit (excluding the land), instead of a traditional sale. The CLT determines resale values for all units in the project, keeping the units affordable for future owners. CLTs are typically governed by building residents, community members, and other stakeholders.

There are around 250 CLTs operating in the United States today, and local governments are starting to prioritize this model in their efforts to provide permanent, community-owned affordable housing. In New York City, for example, the Department of Housing Preservation and Development recently announced funding to support the formation

In a limited equity housing cooperative, residents form a corporation that shares ownership over a building. This model is different from a traditional co-op in that it limits the purchase price and appreciation rate of a share to maintain affordability. While owners enjoy most benefits of ownership, they are not allowed to sell their units at market price. Owners are shielded from market fluctuations, so that while they do not reap the benefits of market increases, they are also protected from market decreases.

Both CLTs and limited equity housing cooperatives are examples of programs based on shared equity homeownership, which aims to

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Equitable access for affordable housing residents

In 2013, Extell Development Company released its city-approved plans to construct a luxury-housing tower in New York City with 20% of its units priced for households making 60% AMI, allowing the developer to qualify for a tax-abatement program. Rather than integrate the affordable units into the overall scheme of the building, however, the developer designated separate entrances and spaces for market-rate renters and residents of the affordable units. This design effectively created two separate buildings: the luxury side had access to amenities like gyms, a swimming pool, a movie theater, a door attendant, outdoor space, and a luxury lobby, while the affordable side did not. This project sparked a national debate about whether design and development contribute to class divisions, but the practice of excluding rent-regulated tenants from services and amenities is not unique to this project. New York City recently banned this practice for all projects tied to the same tax-abatement program.

Equitable development requires that building amenities, services, and spaces are accessible to all residents. Developers building affordable housing should avoid "poor doors" and similar exclusive design practices that exacerbate rather than reduce inequality.

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provide affordable housing with reasonable potential for equity growth. In general, this type of ownership places restrictions on the amount of appreciation that a homeowner can retain on her/his unit, keeping units affordable even in areas with steep market increases. Developers or partner nonprofit organizations often subsidize initial home purchases.

6. RESERVE A PERCENTAGE OF UNITS FOR EXISTING DISADVANTAGED RESIDENTS OF THE NEIGHBORHOOD

In some projects, it might be appropriate to prioritize local residents when selecting tenants of new affordable housing units. New York City's community preference policy grants priority to current residents of the local community district for units available through the city's affordable housing lottery. Proponents of the policy point to the ability of local, low-income residents to avoid displacement as neighborhoods develop. Opponents, on the other hand, argue that the policy perpetuates the segregation of NYC neighborhoods. This debate points to a larger issue regarding the Fair Housing Act, which mandates nondiscriminatory housing program administration. Fair housing advocates have brought lawsuits against local government in New York City and other places, claiming that their practices further segregation rather than preventing it. The legality and feasibility of this guideline will depend on case-by-case context, but when used appropriately, this practice could allow low-income or otherwise disadvantaged

residents to stay in their neighborhoods and reap the benefits of new investment and development.

7. PROVIDE PROTECTIONS FOR EXISTING TENANTS OF REDEVELOPMENT PROJECTS

When existing affordable housing projects are demolished or redeveloped, there are a number of practices developers should follow to protect existing tenants and minimize direct displacement. Developers should provide existing tenants the first right of refusal or

Ultimately, these guidelines aim to push new development projects beyond the minimum requirements for public incentives.

right of return for a percentage of new affordable housing units, allowing tenants to move back into an improved building and maintain their homes. Existing residents should be given just compensation and/or adequate relocation assistance if asked to vacate their homes permanently or for the duration of the redevelopment. Finally, whenever possible, developers should provide temporary housing that is similarly affordable and in close proximity to the residence under redevelopment.
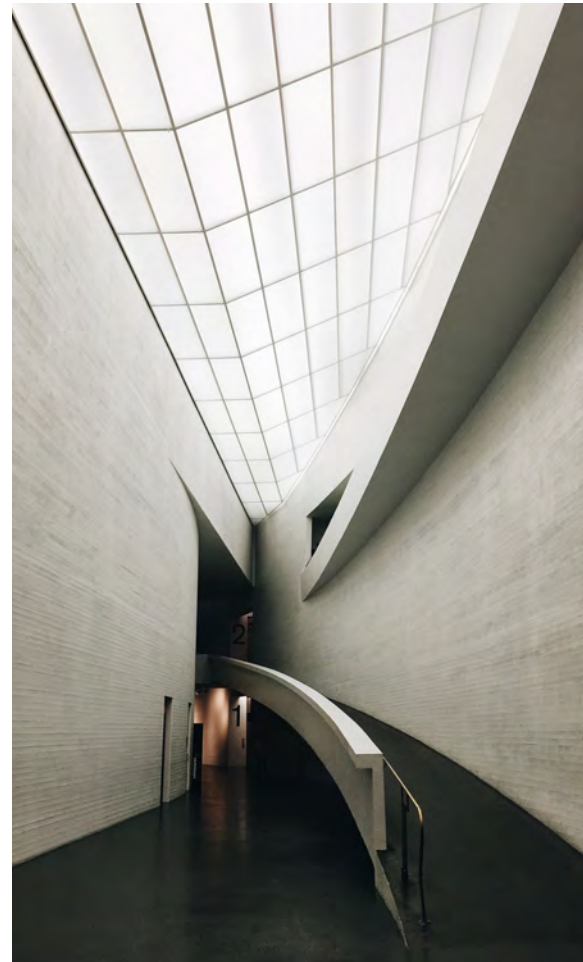
Design Standards

The siting, design, and construction of development projects can affect the health and wellbeing of building tenants and neighboring communities in many ways. At the same time, there are already numerous certification and guideline systems in place to measure and evaluate this impact with the goal of enhancing the environmental, social, and economic performance of buildings. While full participation in rating and certification systems like Enterprise Green Communities and LEED is not required for an equitable development project, developers are encouraged to work with project architects and engineers to fulfill as many criteria within these systems as possible. In addition, guidelines that have been established by researchers, designers, government agencies, and other relevant groups should be referenced and followed.

Below are summaries of some of the leading global, national, and NYC-based systems. The criteria in some of these systems, including Enterprise Green Communities, the Active Design Guidelines, and universal design, are all relevant to developers and designers interested in addressing inequalities in their projects. Other systems, particularly LEED, have the potential to address inequalities only if they are applied in conjunction with guidelines in other sections, such as providing

designated space or affordable housing. For all of these systems, we highlight specific criteria that can help to address inequalities. Some of these criteria exist in multiple systems, but the criteria we chose to highlight in each system emphasize the wide variety of design practices and principles that can benefit different disadvantaged groups.

ENTERPRISE GREEN COMMUNITIES

Enterprise Green Communities (Enterprise) is a sustainability rating system for new or rehabilitative affordable housing projects. Enterprise aims to encourage building strategies that are environmentally efficient and beneficial to resident health. The primary difference between Enterprise and other sustainability systems like LEED is that it focuses only on affordable housing. The system is based on the idea that affordable housing should be held to the same standards (and reap the same environmental and health benefits) as market-rate housing. Enterprise covers the costs of certification, making green building practices more accessible to affordable housing developers.

In addition to its focus on affordable housing, which inherently addresses inequalities in affordability, Enterprise's emphasis on resident health stems from the fact that low-income populations are more likely to suffer from health conditions related to poor housing conditions, such as asthma and

other respiratory illnesses. The certification system, therefore, is designed to address health inequalities faced by low-income individuals and families. For example, there are criteria related to mold prevention and integrated pest management, which are public health interventions that have been proven to reduce asthma rates. Furthermore, Enterprise has calculated the cost savings for developers and residents of certified projects.

Enterprise has become the industry standard for affordable housing, and the NYC Department of Housing Preservation and Development now requires all new construction and substantial rehabilitation projects to comply with Enterprise criteria designed specifically for New York City.
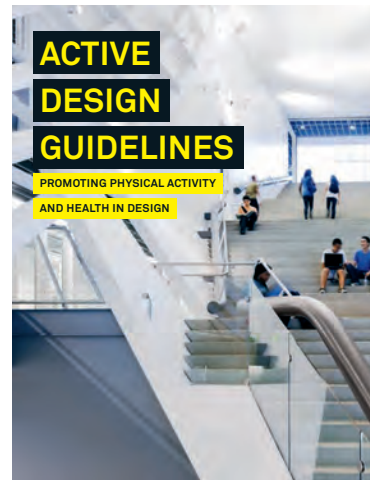
ACTIVE DESIGN GUIDELINES

The Active Design Guidelines is a manual of evidence-based design principles and strategies for the built environment that promote physical activity and improve health outcomes. Created in 2010 by a coalition of NYC government agencies, the American Institute of Architects, and academic experts, the guidelines aim to address obesity, type 2 diabetes, and other public health epidemics associated with physical activity. The guidelines are the result of in-depth literature reviews conducted by national experts in architecture, construction, and design, and input from a series of interactive workshops

2015 ENTERPRISE GREEN COMMUNITIES CRITERIA

Source: Enterprise, https://www.enterprisecommunity.org/solutions-and-innovation/green-communities/criteria

indicates that adhering to the guidelines can help to reduce obesity and diabetes rates among groups that are most affected by these conditions, as well as to increase access to transit and healthy food.

In 2013, the Center for Active Design (CfAD) was created to promote the use of these guidelines through research, training, and annual awards. CfAD produced a policy brief in 2017 that highlighted the impact of active design in an affordable housing development project in the Bronx. Residents of the building showed better health than those at a nearby housing development without active design features. Stair use was much higher, and residents reported feeling safer and more inspired to be active around their residential area. CfAD has partnered with the Icahn School of Medicine at Mount Sinai to conduct further evaluations of buildings and spaces that incorporate active design, which will add to the evidence base for these design practices. CfAD is also now the licensed operator of Fitwel, a building certification system for health and wellbeing created by the Centers for Disease Control and Prevention and the General Services Administration.

UNIVERSAL DESIGN

Universal design refers to a design approach that aims to create environments and products that can be used by anyone without the need for adaptations. Starting in the 1970s,

hosted by design professionals. Each guideline is given one of three classifications based on the strength of the research underlying it (from most to least evidence): strong evidence, emerging evidence, and best practice. The focus on highlighting and building the research behind the recommendations is a key component of the guidelines' success.

The Active Design Guidelines can address inequalities in many ways, particularly inequalities in health outcomes related to physical activity. Many of the guidelines focus on the design of stairs, walking routes, and indoor spaces, such as playgrounds and fitness areas, that support physical activity. Others focus on active transportation infrastructure (such as bicycle routes and racks) and pedestrian amenities (such as good lighting, trees, or street furniture) that encourage activity outside the building. Still others address the need for grocery stores and other fresh produce outlets in communities that suffer from nutrition-related health issues. The evidence base provided in the guidelines

the concept of universal design emerged alongside civil rights issues for people with disabilities. As legal requirements around accessibility gained much-needed traction, activists began to call for a broader, more fluid understanding of ability that acknowledged that people are differently abled at different times in their lives. Universal design goes beyond the traditional definition of accessibility by keeping in mind the needs of all users, regardless of age, size, or ability.

Over time, universal design groups have identified the standards and practices that provide ease of use for the largest possible population, all the while integrating aesthetics and good design. These standards include, and push beyond, the minimum requirements currently mandated by the Americans with Disabilities Act. Examples of universal design practices include ramp measurements that accommodate strollers as well as wheelchairs, pedestrian crossing areas that maximize safety for children and for slower-moving people, emergency exit plans and routes that are understandable for people of all sensory abilities and experience levels, and

multisensory signage that includes as many languages as possible.

Incorporating universal design into development projects can help to address inequalities in access to buildings, amenities, and services for a range of disadvantaged groups, including individuals with physical disabilities, children, seniors, and English language learners.

While there is no certification program associated with universal design, there are resources such as Universal Design New York, an initiative that outlines universal design principles specifically for buildings and urban design projects. These principles include:

1. Equitable use for all abilities
2. Flexibility in use for a range of preferences
3. Simple and intuitive use that is easy to understand regardless of language or experience
4. Perceptible information that communicates clearly regardless of sensory abilities
5. Tolerance for error that minimizes hazard due to mistaken use
6. Low physical effort that does not cause fatigue
7. Size and space for approach and use that is usable by people of all sizes and mobility levels

Universal Design New York has developed an evaluation tool to audit buildings and spaces, scoring the usability of various design elements on a scale of 1-3 and calculating an overall score for a project.

DESIGN AND CONSTRUCTION EXCELLENCE 2.0

The NYC Department of Design and Construction (DDC) recently published a set of guiding principles for the design and construction of public buildings in New York City. The principles are divided into four sections: equity, sustainability, resiliency, and healthy living. The focus of the equity section is the concept of "design for all," which mirrors other city-wide initiatives to create a more equitable city. The equity principles emphasize inclusiveness, accessibility, community engagement, cultural relevance, and flexibility in design.

Design principles that can enhance the inclusiveness of a building include transparent facades that welcome visitors, safe and comfortable spaces for people to rest, and flexible space for multiple uses. In order to ensure accessibility, DDC recommends clear wayfinding (such as signage and navigation aids) and building entrances that connect to existing forms of transportation. The principles focused on community engagement reflect some of the guidelines in previous sections, including addressing unmet needs and providing public, or designated, space for communities to gather.

The principles related to cultural relevance highlight some of the design and development strategies that can make a project more responsive to the surrounding community. One principle calls on designers to engage communities through collaborative design processes in order to enhance local understanding of the project and learn from a neighborhood's history. Another principle emphasizes the importance of engaging local artists when including public art in a project. These principles are connected to some of the guidelines in the Planning Process section, and they reflect the movement within the field toward impact design.

The last set of principles in the equity section recognizes the evolution of communities and the need for public buildings to adapt to these changes over time. Currently, DDC's guiding principles do not have clear mechanisms for implementation, but as DDC clarifies these principles and incorporates them into public

Source: NYC DDC, http://www1.nyc.gov/site/ ddc/about/guiding-principles.page
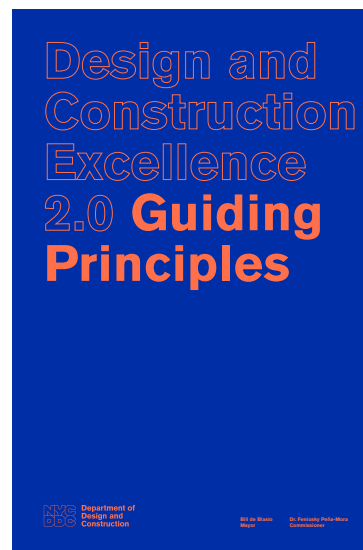
projects, we will be able to better understand the impact of prioritizing equity in design.

LEED

LEED, or Leadership in Energy and Environmental Design, is the foremost green building certification system in the world. Launched as a pilot project by the United States Green Building Council in 1998, the system initially aimed to formalize sustainability in building design and construction. LEED has been updated several times since its establishment and the most recent version, LEED v4, awards points in several categories: location and transportation; sustainable sites; water efficiency; energy and atmosphere; materials and resources; indoor environmental quality; innovation; and regional priority.

Some of the benefits of LEED include healthier indoor environments and utility cost savings due to energy and water efficiency. The potential for LEED to address inequalities depends on who receives these benefits. For example, if the building is a community center that serves low-income youth in the neighborhood, the youth can benefit from a number of criteria, including those that provide enhanced air quality, natural light, and reduced noise pollution. If a commercial building includes retail spaces owned by local small businesses, lower utility costs can help to support these businesses and keep them in the neighborhood.

Some LEED criteria can help to address inequalities more directly. While LEED certification is now possible for all types of building projects, the LEED neighborhood development (ND) category is particularly relevant in this context. LEED ND criteria include measures of access to quality transit and proximity between housing and jobs, both of which can benefit communities by reducing commuting times and costs. Criteria related to the location of a project and the surrounding neighborhood (for example, brownfield remediation, walkable streets, or access to civic and public space) also have the potential to benefit building occupants and the community overall. These criteria can address inequalities in areas such as neighborhood quality, safety, and civic engagement.

Critics of LEED point out that certification is not tied to building performance: once a building is certified, there is no follow-up to ensure that criteria continue to be met. Another criticism is the high cost of LEED, which includes high registration and certification fees and the option of hiring an accredited LEED professional to guide a project through the process. Nonetheless, LEED is

Source: USGBC, https://new.usgbc.org/leed

LEED pilot credits

The most recent version of LEED included three social equity pilot credits that award points for social equity within the community, the project team, and the supply chain. To earn these credits, a project must either complete the Social Economic Environmental Design (SEED) Evaluator or partner with a local organization to identify and implement strategies that improve social equity in one of these three areas.

This version also included three resilient design pilot credits, spearheaded by the Resilient Design Institute. They are more specific than the social equity credits and include assessment and planning for resilience, design for enhanced resilience, and passive survivability and functionality during emergencies.

While the inclusion of these pilot credits is an indicator of progress toward a more holistic assessment that includes measures of equity and resilience, each of these credits is worth only one point (out of a possible 110 points).

Passive House

Passive House is one of the most difficult green building standards to meet, but it is the only certification system that is entirely performance based. While systems like LEED focus on materials and energy usage during construction, Passive House certification measures energy performance and improvement throughout the lifetime of a building.

The passive building approach relies on an engineering and design model that maximizes a building's heating and cooling systems in order to minimize its energy needs. All passive buildings incorporate superinsulation, airtight envelopes, energy recovery ventilation, high performance windows, and solar gain management to create a very low-energy building. Passive house buildings have more comfortable temperatures for residents, better air quality due to filtering, and little to no marginal costs. They are also resilient to power outages, and are nearly carbon neutral.

Passive House is a relatively new system and is not yet nearly as widespread as LEED. There is also an outdated understanding of the cost of Passive House standards: initially, passive building was said to cost 6% more upfront, but as the cost of materials has gone down and design, engineering, and construction knowledge has expanded, the additional upfront costs are closer to zero. To the extent that energy cost savings are shared with building tenants, incorporating Passive House design into affordable housing or projects with designated space can help to address inequalities through lower utility bills.

an important model of building standards, in part because of its trajectory from a little-known system in a niche part of the design world to a widely recognized and sought-after accreditation that has changed the way the building and construction industries approach environmental sustainability. It continues to evolve and incorporate new measures of sustainability, and it pushes the boundaries of building standards in cities around the world.

Conclusion

These Equitable Development Guidelines provide best practices for developers that aim to build projects that have a positive impact on neighborhoods and cities, with a specific focus on the various disadvantaged groups that can benefit from good development decisions. We hope that these guidelines will be a useful tool for developers, but also for other development stakeholders, including community-based organizations, government agencies, finance institutions, and neighbor-hood residents.

The research, resources, and case studies highlighted in this document are intended to serve as the foundation for future research and collaboration to promote and incentivize equitable development.

If you are interested or working in this space, please send any questions, comments, or suggestions to equality@islg.cuny.edu.

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Equitable Development:
The Path to an All-In Pittsburgh

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www.policylink.org

Neighborhood Allies supports the people, organizations and partnerships committed to creating and maintaining thriving neighborhoods.
www.neighborhoodallies.org

Urban Innovation21 is a public-private partnership working to drive economic growth that is inclusive and equitable.
www.urbaninnovation21.org

Equitable Development:
The Path to an All-In Pittsburgh

Sarah Treuhaft

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Introduction

Pittsburgh is a city on the rise. After decades of decline following the collapse of the steel industry, the region has successfully transformed its manufacturing economy into one driven by knowledge and technology. Young college graduates are moving in and a thriving start-up and entrepreneurial culture has taken root. A development boom is also underway, with some 8,000 new market-rate homes coming online not only downtown, but also in neighborhoods like East Liberty, Lawrenceville, and Uptown.[1]

This resurgence brings great potential to deliver long-awaited jobs, economic opportunities, and neighborhood improvements to the region's low-income communities and communities of color. Yet locally, the pervasive sense is that there are "two Pittsburghs": one growing more prosperous, and the other cut off from opportunity by poverty, structural racism, and discrimination. The data show this fear is well-justified: over the past five years, racial gaps in wages, employment, and poverty have widened rather than narrowed, ranking Pittsburgh 78th among the largest 100 regions when it comes to progress on racial economic inclusion according to a Brookings Institution analysis.[2] Numerous reports—including two released last year by the Urban Institute and the University of Pittsburgh Center on Race and Social Problems—document Pittsburgh's stark and persistent racial inequities, particularly for its Black residents, in income, employment, education, health, wealth, housing, and opportunity.[3] Data in the National Equity Atlas show that racial inequality has a steep cost: Pittsburgh's economic output would be about $5 billion higher every year absent its racial inequities in income.[4]

Pittsburgh's comeback is also geographically uneven. Across the city's 90 neighborhoods, some are gentrifying, with rising rents and home prices threatening longtime residents and businesses with displacement. The horror of mass displacement came true in June 2015, when the owner of Penn Plaza apartments in East Liberty sent notices to vacate to about 200 tenants, many of whom were low-income, elderly, and Black. And a *Washington Post* analysis of home-price increases since 2004 found the zip code containing Lawrenceville and Garfield has some of the highest increases nationwide.[5] At the same time, many more Pittsburghers live in neighborhoods that continue to lose population, are dotted with vacant lots, and suffer from a lack of new investment and private market activity. Other working-class families, priced out of up-and-coming neighborhoods or searching for better schools and safer streets, are moving to older suburbs like Penn Hills—often arriving in communities facing decline that lack adequate public transportation, services, and other key ingredients of economic success.

In the face of these trends, urgent action is needed to steer growth and change in a new direction: toward one, "all-in" Pittsburgh. The evidence is clear that the benefits of new growth and development will not automatically trickle down to poor and working-class residents. Local leaders must implement a targeted, intentional strategy to ensure all can thrive in the new Pittsburgh. That strategy is **equitable development**. As a part of the process for developing this report, PolicyLink, Neighborhood Allies, and Urban Innovation21 convened dozens of Pittsburgh community leaders to create a shared definition of equitable development, and this is how we defined it:

Equitable development **is a positive development strategy that ensures everyone participates in and benefits from the region's economic transformation—especially low-income residents, communities of color, immigrants, and others at risk of being left behind. It requires an intentional focus on eliminating racial inequities and barriers, and making accountable and catalytic investments to assure that lower-wealth residents:**

- **live in healthy, safe, opportunity-rich neighborhoods that reflect their culture (and are not displaced from them);**
- **connect to economic and ownership opportunities; and**
- **have voice and influence in the decisions that shape their neighborhoods.**

Realizing this vision of equitable development is no small task. Cities across the globe have struggled to develop in ways that ensure their long-standing residents benefit from change, and Pittsburgh is no exception. The region's inequities have deep roots, and eliminating them will require healing wounds that are still gaping, including the legacies of urban renewal and redlining. In 1956, to build the Civic Arena for the Pittsburgh Penguins hockey team, the city demolished 1,300 buildings, evicting more than 400 businesses and 8,000 people (including more than 1,000 Black families) in the Lower Hill District.[6] The domed arena came down in 2011, and a mixed-use, mixed-income development is now planned for the 28-acre site, which is currently a parking lot. But, for many, it remains a painful reminder of government actions that harmed the Black community.

Yet, Pittsburgh is in an ideal position to make equitable development its new reality. The region's rebound from the brink of economic collapse is a testament to its ability to take on the toughest challenges and not just imagine but actually build a different future. Just as community, government, philanthropic, and business leaders laid the groundwork for today's resurgence, they now need to take on the challenge of equitable growth with the same gusto, unlocking opportunities and tapping the ingenuity and creativity of its residents to build a stronger, more resilient, more inclusive region for all. Many are already taking up the challenge, and emerging models of equitable development can be found across the region.

- On the Northside, a group of tenants came together as the Northside Coalition for Fair Housing to first prevent the eviction of more than 300 families, and then secured funding from the city to buy a majority share of the development, creating a unique tenant ownership model that has guaranteed affordability and improved the living conditions and livelihoods of hundreds of tenants.[7]

- In Homewood, the 100,000-square-foot former Westinghouse factory, redeveloped by Bridgeway Capital, has been transformed into a business incubator, with 85 percent of the construction contracts going to minority-owned businesses. The main contractor, Ma'at Construction Group, hired and trained young apprentices who face barriers to employment, such as criminal records, on the project.[8]

- In Larimer, a community-driven planning process is now guiding the redevelopment of the long-distressed neighborhood and two public housing complexes into a mixed-income community.

Building on Local Knowledge

The definition of equitable development shared here builds on local ideas and advocacy. A report on equitable development released in January 2016, *Black Homes Matter: Alternate Approaches to Neighborhood Revitalization in the City of Pittsburgh*, produced by the Pittsburgh Fair Development Action Group, shared the following principles for equitable development.

- Do no harm to residents and small business owners
- Increase access to opportunity
- Increase resident incomes
- Support resident ownership of housing
- Support resident ownership of businesses
- Ensure long-term housing security

Our definition and recommendations endorse and seek to advance these principles.

This report—based on interviews and conversations with dozens of Pittsburgh leaders and drawing from national best practices and approaches to equitable development—underscores the urgency of equitable development for Pittsburgh and outlines a five-point agenda to achieve it, with 16 specific recommendations.

I. **Raise the bar for new development.** As the region undergoes a development boom, new development and growth must happen in a way that benefits and does not displace longtime lower-income residents and neighborhood entrepreneurs.

II. **Make all neighborhoods healthy communities of opportunity.** Beyond new development, the region needs a comprehensive strategy to increase housing affordability and stability and to unlock opportunity in its highest-poverty neighborhoods.

III. **Expand employment and ownership opportunities.** Connecting lower-wealth residents to good, family-sustaining jobs and asset-building opportunities is critical to ensuring they participate in and contribute to the region's resurgence.

IV. **Embed racial equity throughout Pittsburgh's institutions and businesses.** To eliminate wide racial inequities and uproot bias, the region's institutions, organizations, and businesses need to adopt racial equity-focused approaches.

V. **Build community power, voice, and capacity.** High-capacity community-rooted organizations and multiracial, multisector coalitions are essential to advancing equitable development policies and practices over the long term.

This agenda represents a core set of strategies that we view as catalytic and meaningful starting points for making real progress toward equitable development in Pittsburgh at this moment. While it is wide-reaching, this agenda is not comprehensive. To truly maximize equitable development, its principles must be expressed in every policy arena, including transportation, criminal justice, public education, health, workforce development, food systems, immigrant integration, and more. And given that the majority of the region's poor population lives outside of the city of Pittsburgh, a regional approach is needed.

Implementing this agenda and setting Pittsburgh on the path toward truly shared prosperity will take courage, hard work, and investment. A group of core equity leaders have been meeting regularly for the past year to develop strategies and inform this report. For equitable development to happen, this informal strategizing needs greater structure to advance collective goals. At the same time, leaders working throughout the region's public, private, and nonprofit sectors need to assume the mantle of inclusion and commit to moving beyond talk to deliver results for those who are being left behind. Most importantly, Pittsburgh must do the difficult and uncomfortable work of confronting structural racism and bias with dialogue and action, unleashing the potential of all Pittsburghers and the region as a whole.

Up the street from this mural, a vacant linen warehouse is being renovated into the Bloomfield neighborhood's first condo development. *(William Real/Flickr)*
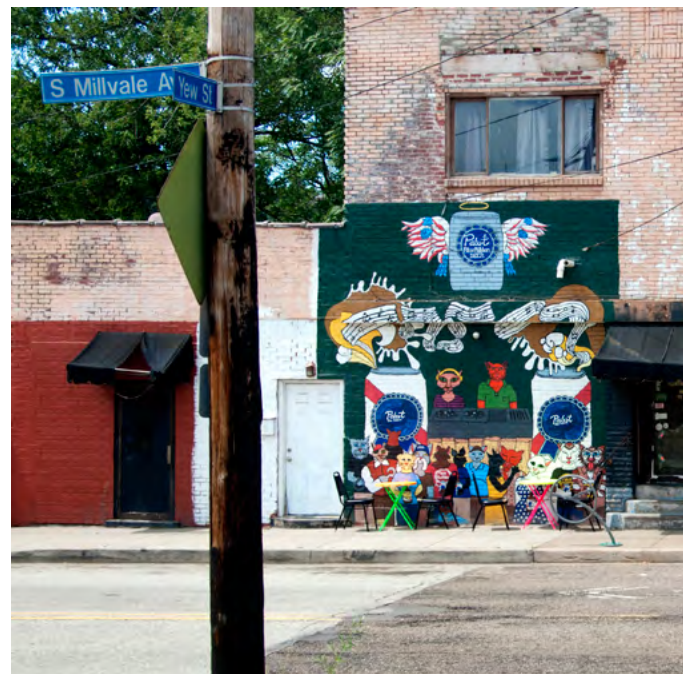
Why Pittsburgh Needs Equitable Development Now

Pittsburgh's racial, economic, and geographic inequities are not only a moral challenge, but also a threat to its long-term resilience and prosperity. The region cannot reach its full potential while so many of its residents, and a growing segment of its workforce, face barriers to participating and contributing as consumers, workers, entrepreneurs, innovators, and leaders. One of the key themes from interviews with local leaders and decision makers interviewed for this project was that racial bias—at the individual and institutional levels—is a key challenge to progress in the region. They expressed how bridging racial gaps is an economic imperative in addition to a moral one. Recent research also underscores how greater equity and inclusion are critical to solving the region's biggest challenges and building a robust, resilient economy.

Cultivating homegrown talent is central to solving the region's workforce challenge. The Allegheny Conference on Community Development's recent *Inflection Point* study on the region's workforce needs revealed that Pittsburgh could face a shortfall of 80,000 workers over the next decade as baby boomers retire and employers demand ever higher levels of skills. Every year, 29,000 baby boomers will leave the workforce and another 5,000 new jobs will be created, yet there are not enough new workers with the skills to fill these jobs. The report cited the need to attract new young workers and retain university students to meet the region's workforce needs. It also noted the importance of preparing Pittsburgh's young people who are entering the workforce as well as its unemployed and underemployed residents for these job openings. In the region, 32,000 long-term residents are unemployed, many of whom could be trained to fill middle-skill jobs that require some training but not a four-year college degree.[9]

Greater inclusion will help the region attract and retain diverse workers. While Pittsburgh needs to attract and retain new workers, its lack of diversity and racial inequities hinder it from doing so. Pittsburgh is becoming more diverse over time, but it is much more homogeneous than its peers and is the least diverse of all 40 regions with populations over one million; people of color represent just 13 percent of residents in the region (although 35 percent of city residents are of color).[10] Many people of color and immigrants do not feel welcome to the area. The 2016 *Pittsburgh Regional Diversity Survey* found that while 79 percent of White Pittsburghers think the region is welcoming to people of color, only 36 percent of residents of color and 46 percent of foreign-born residents report feeling welcomed in the region.[11] Millennials—specifically, workers ages 25 to 34—*are* coming (or staying)

to work in Pittsburgh's technology and innovation industries, but the lack of diversity could hinder the region's ability to retain them.[12]

Ensuring Pittsburgh's low-income residents can stay in or move to opportunity-rich neighborhoods is an antidote to intergenerational poverty. Equitable development would result in more low-income children of color living in neighborhoods that are improving or already thriving, which research shows would provide them with a much better chance of escaping poverty, attaining good health, and moving up the economic ladder. Economist Raj Chetty's research on economic mobility finds that place plays a key role in increasing the odds that children born poor will move up the economic ladder: neighborhoods with less racial and economic segregation, less income inequality, better primary schools, greater social capital, shorter commutes, and more family stability provide greater upward mobility.[13] While the effects of displacement are notoriously difficult to study, a recent study by the Federal Reserve Bank of Philadelphia found that when lower-income residents move out of gentrifying neighborhoods they move to areas with lower-performing schools and a lower quality of life. On the other hand, when they stay in neighborhoods that are improving, they improve their financial conditions.[14]

Racial diversity, local art and culture, and thriving resident-owned businesses are key assets of Pittsburgh's up-and-coming neighborhoods. Rising rents and home prices in gentrifying neighborhoods threaten to push out lower-income residents of color along with their culture and small businesses, yet it is the very presence of diverse neighbors, cultural expressions, and businesses that makes these neighborhoods attractive to newcomers. As developer Tony Dolan, who has built many of the new luxury apartments in East Liberty and elsewhere put it: "The millennials moving into my apartment buildings don't want to live in sanitized neighborhoods."[15] Negotiating neighborhood change and fostering authentic relationships and connections between new and longtime residents from very different backgrounds is always challenging. But in a city like Pittsburgh that has suffered from long-term depopulation and has plenty of developable land, there is space for everyone. Ensuring that longtime residents and business owners have the resources and opportunities to stay, thrive, and connect is a winning proposition for residents, developers, newcomers, and the city as a whole.

An Equitable Development Agenda for Pittsburgh

To address these challenges and put the region on the path to equitable development, Pittsburgh's leaders in the public, private, philanthropic, and nonprofit sectors need to ensure new development projects deliver on the vision of equitable development while advancing the broader, transformational change needed to link low-wealth residents to economic and neighborhood opportunities. We propose the following five-point agenda and specific recommendations for equitable development.

I.   Raise the bar for new development.
1.   Set equitable development goals, performance metrics, and a reporting framework.
2.   Require publicly supported projects to advance equitable development.
3.   Ensure accountability through monitoring and enforcement.

II.   Make all neighborhoods healthy communities of opportunity.
4.   Implement the city's Affordable Housing Task Force recommendations.
5.   Track and monitor neighborhood opportunity and change to continuously inform policy strategies.
6.   Develop a community land trust strategy.
7.   Use publicly owned land for equitable development.
8.   Invest in resident-driven art, culture, and enterprise.
9.   Support community schools, neighborhood safety, and justice.

III.   Expand employment and ownership opportunities.
10.   Implement targeted racial equity strategies as part of the Inclusive Innovation Roadmap.
11.   Leverage anchor institution spending to support inclusive business development.

IV.   Embed racial equity throughout Pittsburgh's institutions and businesses.
12.   Adopt a racial equity focus within government.
13.   Advance equity, diversity, and inclusion in the business community.

V.   Build community power, voice, and capacity.
14.   Support multiracial, cross-sector collective action for equitable development.
15.   Ensure sustainable funding for neighborhood-based organizations and development strategies.
16.   Fund tenant organizing and resident leadership development.

I. Raise the Bar for New Development

It is time to raise the standards for all new development projects in Pittsburgh, especially those that are supported by government actions and investments. After decades of efforts by Pittsburgh's government, community development sector, and residents to shore up distressed neighborhoods and attract private investment, the real estate market has changed. Pittsburgh needs to modernize its land-use development policy framework and tools to keep up with these changes and leverage market forces in order to address racial inequities and build a stronger and more inclusive region.

Across the country, communities are demanding greater accountability and tangible benefits from projects built by private developers with public subsidies in the form of "community benefits agreements" or CBAs. Broad community, labor, and environmental coalitions have negotiated binding CBAs that ensure large development projects provide living-wage jobs, affordable homes, business opportunities, neighborhood amenities, and other benefits. In Pittsburgh, the One Hill CBA Coalition secured a CBA for the redevelopment of the Civic Arena into the Consol Energy Center in 2008; this CBA included funding for a community master plan, support for the much-needed Shop n' Save grocery store, living wages, local hiring, and more.[16] A second agreement focusing on the remaining 28-acre site of the former arena was signed in 2014.[17]

As the CBA movement has matured, communities have sought to make community benefits more of a standard practice. Many cities have passed policies that require specific community benefits (such as living wages or local hiring) from publicly supported development projects. While individually negotiated CBAs can meet specific community needs and help to build the power of community coalitions, negotiating project-by-project agreements is a time-consuming endeavor. Citywide policies can have a broader impact by providing developers with clear expectations and predictable costs while not requiring individual negotiations.

New development projects create opportunities to connect residents facing barriers to employment to good jobs and career pathways. *(Talia Piazza/Neighborhood Allies)*

To raise the floor on new development, Pittsburgh leaders should pursue a threefold strategy: 1) support inclusive community-driven efforts to negotiate CBAs on very large projects; 2) adopt a set of baseline community benefits expectations for development projects, with requirements for those receiving public support (see text box below); and 3) establish a "race-to-the-top" system of performance metrics that incentivizes developers to provide additional community benefits beyond baseline requirements. To the extent possible, these community benefits expectations and the performance metrics should apply to private employers seeking economic development subsidies in addition to developers. They should apply to public works projects and infrastructure investments as well, such as the $2 billion sewer upgrade currently in the works.

Community Benefits Expectations

Baseline community benefits expectations should include the following goals.

- Local and targeted hiring of residents and disadvantaged workers, in both construction and ongoing operations at a project
- Job training, including access to apprenticeships
- Creation of high-quality construction and permanent jobs that provide living wages, career pathways, and fair schedules and work environments
- Contracting opportunities for small local-, minority-, and women-owned businesses
- Affordable homes for low-income households, including family-sized units, with long-term affordability covenants to preserve affordability over time
- Affordable rents for small local-, minority-, and women-owned businesses, with long-term rent stability
- Labor peace agreements providing workers the right to organize
- One-for-one replacement of affordable homes
- "Build first" before demolishing so tenants can move into new units with minimum disruption
- Relocation assistance for displaced tenants
- Right to return for displaced tenants
- Energy-efficient building techniques
- Resident and small business-owner engagement in the development and planning process

1. Set equitable development goals, performance metrics, and a reporting framework.

Pittsburgh's economic development leaders need to use their power and influence to set high expectations from all development projects and employers, including those that do not use public subsidies. The city should lead the way by officially adopting equitable development goals and performance metrics, and by producing guidelines that define expectations, explain current requirements and aspirational targets, and provide examples of successful implementation from Pittsburgh and elsewhere. Ideally, these goals and performance metrics would be a part of a broader strategic plan and vision for equitable economic growth that includes citywide goals and performance measures, such as Portland's economic development agency has done.[18]

Developers and employers should be asked to submit Community Impact Reports that outline how they will meet these expectations, provide data for the performance metrics, and assess the impacts of the project and potential displacement or other risks for low-income and marginalized communities. These reports should be made publicly available. Equitable development goals and standards should also be integrated into planning and land-use policies, including the city's comprehensive plan if it moves forward.

Community Impact Reports submitted by developers and businesses—indicating how proposed projects will impede or advance the community's equitable development goals—should be taken into account in awarding subsidies and in discretionary land-use decisions (including height or density bonuses). A system of performance metrics is currently being developed by the p4 (People, Planet, Place, and Performance) initiative spearheaded by The Heinz Endowments and the city of Pittsburgh. The community benefits described above should be incorporated into that performance metrics system, and data should be collected on race/ethnicity as well as income to evaluate how development is fostering racial and economic inclusion.

Since 1999, Pittsburgh has had a "Pittsburgh Works!" policy on the books that directs at least 35 percent of work hours on city-funded construction projects to city residents, but this policy has not yet been implemented.[20] An updated policy was proposed in 2014 with additional requirements that 15 percent of work hours be performed by disadvantaged workers (those with incomes less than half the area median or those facing other barriers to employment such as involvement in the criminal justice system), that 50 percent of apprenticeship hours go to city residents and 25 percent to disadvantaged workers, and that First Source Hiring Centers be established to connect residents to training and employment opportunities.

The city of Pittsburgh should identify a funding source for the First Source Hiring Centers and pass this updated legislation, and Allegheny County should establish a similar policy for the infrastructure and economic development projects it supports, requiring local hiring in both construction and operation of city- and county-supported development projects. The city and county should also extend these hiring practices to state-funded and federally funded projects whenever permissible.[21]

- **Strengthen and enforce job quality standards.** Projects that are supported by public funds should create good jobs and pathways to economic security for lower-income residents. Quality jobs provide living wages; benefits including paid leave, health care, and retirement savings; training and advancement opportunities; wealth-building opportunities to help employees build assets and manage financial emergencies; and fair work environments that treat workers with respect, support working parents, and provide fair and predictable schedules.[22] Research shows that providing these elements of quality jobs is not only good for workers, but also can strengthen employers' bottom lines by reducing turnover and increasing productivity.[23]

Pittsburgh has already exhibited policy leadership on raising job quality, passing a landmark Service Worker Prevailing Wage Ordinance in 2010, which requires that contractors and projects supported by city funds pay the area's prevailing wage to their building service, food service, grocery, and hotel employees. This policy was also extended to Allegheny County in 2010. In 2015, Mayor Peduto raised the minimum wage for city employees to $15 per hour, and the city council passed paid sick days legislation (though that policy has been held up in the courts). The city also has a living-wage ordinance on the books, but this policy has not yet been implemented because a subsequent ordinance

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Equitable Development in Action:
Austin

The city of Austin, Texas, uses a performance-based approach to its economic development incentives for business recruitment and expansion. Companies requesting subsidies must meet a set of minimum thresholds (living wages and the provision of health benefits, for example), and are then scored according to how well they meet additional criteria, such as hiring economically disadvantaged workers, contracting with disadvantaged businesses, and recruiting and training of ex-offenders, as well as fiscal impact.[19]

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2. Require publicly supported projects to advance equitable development.

Like most cities, Pittsburgh's local authorities provide economic development incentives to private developers in the form of tax abatements, tax-increment financing, public land, and grant funds, as well as support projects through infrastructure improvements and in numerous other ways. While the city of Pittsburgh, like all jurisdictions, faces legal limitations on the mechanisms it can use to regulate private businesses, it has greater leeway in negotiations related to public subsidies, tax incentives, land sales, density bonuses, and so forth. When offering up public funds and proactive support to developers, cities can negotiate from a position of strength, setting high standards to ensure that their spending delivers on critical community goals. Specific actions that can advance equitable development include the following.

- **Implement and fund local and targeted hiring.**
  Development projects create opportunities to address the employment challenges of un- and underemployed residents by providing equitable access to the construction and permanent jobs created by the development. In cities across the country, local and targeted hiring policies have helped residents and families escape poverty and reach economic security.

required that the county first pass a living-wage ordinance before the city ordinance could take effect.[24] Implementing the living-wage law would cover some additional workers who are not covered by the prevailing wage ordinance and also set a higher floor for some workers.[25]

Pittsburgh should maintain and build upon its job quality requirements. The city should implement its living-wage ordinance by passing legislation eliminating the county policy requirement and continue to defend its paid sick leave ordinance.

- **Increase minority- and women-owned business participation.** Development projects and other government spending on goods and services provide significant opportunities to address racial barriers to business ownership and growth, but historically government agencies have underutilized minority- and women-owned businesses. To counter this inequity, many cities and counties across the country have established inclusive contracting and procurement programs.[26] Successful programs set clear goals and benchmarks (optimally with specific, race-conscious targets), regularly collect and share data on progress and outcomes, have stiff penalties for fraud, break up large contracts to create opportunities for smaller businesses, and help companies become competitive for contracts by assisting with certification and bonding.[27]

City and county agencies need to develop a strategy to achieve greater participation of minority- and women-owned businesses on the projects they support, beginning by evaluating the effectiveness of their current programs. Currently the city seeks 18 percent minority-owned business participation and 7 percent women-owned business participation and the county's goals are 13 percent and 2 percent, respectively. These are aspirational goals rather than specific targets, and the general procedure is for the agency to accept the lowest responsible bid (required by the city's charter), and for that bidder to subsequently submit a plan for minority- and women-owned business participation to the Equal Opportunity Review Commission. A study of the city's programs from 2000 found that these businesses were not getting a fair share of contracts and faced discriminatory conditions, contracts were going to fraudulent "front" companies, and systems for compliance and monitoring were inadequate.[28] There has never been a follow-up to this disparity study, even though the U.S. Commission on Civil Rights recommends updates every five years, nor has there been any reporting on how well the city's contracting goals are being met.[29]

The Urban Redevelopment Authority has taken a step forward, by hiring a firm to analyze its minority- and women-owned business policies. Other city and county agencies need to undertake similar assessments, ensure the validity of certified minority- and women-owned businesses, and develop a focused and ambitious strategy to advance inclusive contracting that incorporates best practices from the field.

Equitable Development in Action:
New Orleans

In New Orleans, Louisiana, the Regional Transit Authority commissioners, after determining they were underutilizing companies owned by people of color in their contracts, revamped their bidding and provided increased support for businesses to navigate the process to be certified as disadvantaged business enterprises (DBEs) and build up their capacity to pursue contracting opportunities. Because of these changes, DBE participation in contracts increased from an average of 11 percent to 31 percent within a year.[30]

- **Include affordable homes in new private developments.** The increased demand for new apartments presents Pittsburgh with an opportunity to create economically integrated neighborhoods by ensuring that affordable units are built within those developments. Inclusionary zoning policies were first adopted by Montgomery County, Maryland, in 1974. Since then, more than 500 cities and counties have adopted policies that require developers to set aside a portion of the homes they build at below-market rates in exchange for zoning and land-use approval or other public benefits.[31]

Consensus around the need for inclusionary zoning is growing in Pittsburgh. In May 2016, the city's Affordable Housing Task Force recommended implementing inclusionary zoning in private developments of 25 or more units that receive public benefits, and by creating Affordable Housing Overlay zones in strong market neighborhoods that require the inclusion of affordable units in all new market-rate developments. The recommended affordable levels are at or below 50 percent of the area median income for rentals and 80 percent of the area median income for homeownership.

Every day the city waits to implement an inclusionary zoning policy, it loses a chance to leverage the current market dynamism to build more inclusive neighborhoods and solve its affordability crisis. Pittsburgh should move quickly to implement a strong inclusionary zoning policy—one that keeps the task force's recommended affordability levels, preserves affordability over the long term, and is calculated according to the city's median income (which is lower than the regional median)—so affordability is baked into the city's robust development pipeline. Additionally, it is important that inclusionary housing implementation aligns with the performance metrics system described earlier to provide clear expectations and processes for developers.

Equitable Development in Action:
Montgomery County

In Maryland, Montgomery County's inclusionary zoning policy has generated approximately 13,000 affordable housing units and has resulted in thousands of low-income children attending low-poverty schools in their neighborhoods. Evaluations show these children have significantly better educational outcomes compared to their counterparts in moderate- to high-poverty schools.[32]

Leveling the playing field for minority-owned businesses can build a more diverse real estate sector and create jobs for residents. *(Urban Innovation21)*
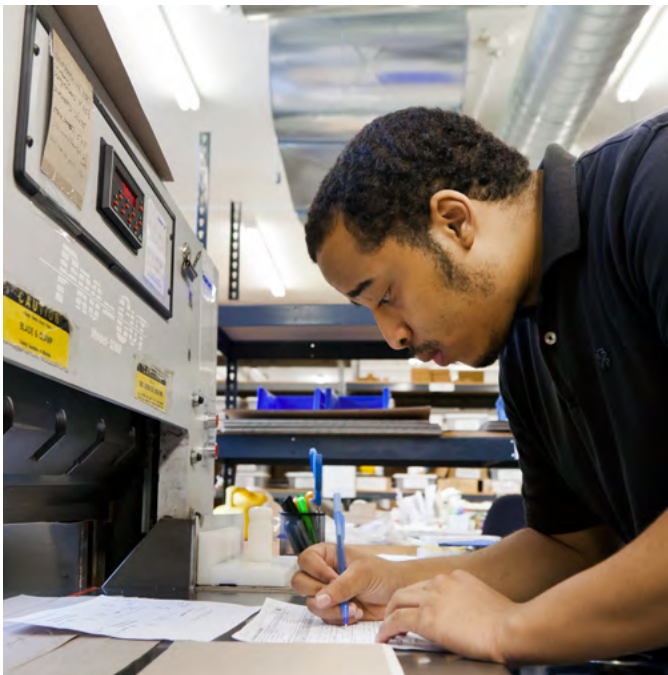
3. Ensure accountability through monitoring and enforcement.

Just because a policy is passed or a CBA is signed does not mean those benefits will be delivered. Communities need formal vehicles for holding developers and companies accountable for fulfilling their commitments and meeting community standards. Many Pittsburgh community leaders pointed to the lack of accountability, transparency, and follow-through as major challenges to advancing equitable development policies locally. Strong monitoring and enforcement mechanisms, including penalties for nonperformance, are critical. The impacts of CBAs and policies must be continuously monitored and evaluated, with an eye toward setting more aggressive targets (for enduring policies), through the collection and dissemination of consistently reported data.

Equitable Development in Action:
San Francisco

San Francisco's experience with local hiring illustrates the importance of mandatory compliance, monitoring, and enforcement to meet policy goals. A review of the city's decades-old local hire policy requiring contractors to make a "good faith effort" to hire 50 percent of their construction workers locally found that only about 20 percent of public works jobs went to local workers in 2009. A broad community coalition came together to successfully pass a much stronger ordinance in 2010, with mandatory requirements for each trade, financial penalties for noncompliance, and regular reporting on progress. The policy required 20 percent of work hours to go to local residents, and 10 percent to economically disadvantaged workers, with targets increasing annually to reach 50 percent for local hires and 25 percent for disadvantaged workers by 2017. The policy is now delivering on its promise to increase job access, and, in 2014, 38 percent of job hours and 59 percent of apprenticeship hours went to local residents.[33]

II. Make All Neighborhoods Healthy Communities of Opportunity

Thriving neighborhoods are critical building blocks of strong urban economies and central to expanding opportunity for low-wealth residents. Neighborhoods that provide quality schools, safe streets and sidewalks, fresh-food markets, parks, transit, service, and public spaces support residents' health, well-being, and economic success. In addition to ensuring that new developments benefit and do not displace existing residents, Pittsburgh needs a comprehensive strategy to expand opportunities for its low-income residents and communities of color to live in healthy, opportunity-rich neighborhoods. This includes addressing affordability and accessibility challenges, preventing the displacement of low-wealth residents and small businesses, and making targeted investments to increase opportunity and quality of life in distressed neighborhoods.

While Pittsburgh's housing is relatively affordable compared with other regions, it is not affordable for all. The city has a large affordability gap, with a need for nearly 20,000 more homes affordable to those earning less than half the area's median income.[34] Region-wide, 45 percent of renters are "housing burdened," paying more than 30 percent of their income on rent, and about half of the city's renters are housing burdened.[35] This affordability crisis has hit Pittsburgh's communities of color particularly hard because they earn lower incomes, face higher housing burdens than their White counterparts, and are more likely to rent (63 percent of Black households in the region rent, while 74 percent of White households own).[36]

Opportunity varies tremendously across Pittsburgh's neighborhoods. Data on neighborhood-level opportunity measures, such as school quality, jobs proximity, and environmental health, reveal that the region's Black households live in lower-opportunity neighborhoods than their White counterparts.[37] Public transit access is also a critical issue, especially given the extremely low levels of Black car ownership: 37 percent of Black households in the region and 47 percent in the city do not own vehicles.[38] The data also show that race matters more than income when it comes to neighborhood opportunity in the region: poor White households live in neighborhoods with much higher levels of opportunity than poor Black households.[39]

While we highlight several key approaches below, building opportunity in distressed neighborhoods needs to be a focus across every arena of policy and planning, including food systems, public health, parks and recreation, open space, child care, financial services, transportation, energy, digital connection, and sustainability and resiliency. Targeted place-

Investing in resident-driven art, culture, and enterprise can strengthen neighborhood identity and stabilize changing neighborhoods. *(Urban Innovation21)*

based efforts—such as the HELP initiative focused on the East End neighborhoods, and the One Northside initiative—are also necessary to deeply engage residents in rebuilding their communities and to implement strategies specific to neighborhood conditions and needs.

4. Implement the city's Affordable Housing Task Force recommendations.

Recognizing the challenges of affordability and displacement risk given the changing housing market, the city established an Affordable Housing Task Force in January 2015 to develop recommendations for increasing and preserving affordability, stabilizing existing residents, funding new affordable housing construction, and developing vibrant mixed-income neighborhoods. The task force recommendations released in May 2016 included the following important strategies.

- Establish a Pittsburgh housing trust fund focused on addressing those with the greatest housing needs by targeting half the funds to residents earning less than 30 percent of the area median income.
- Implement inclusionary zoning as described earlier under action #2 (see "Include affordable homes in new private developments").
- Preserve the affordability of the city's 15,000 homes that have deed or income restrictions by creating a housing preservation program and database, by passing an ordinance requiring notice of the owner's intent to sell or increase the rent, by instituting a one-for-one replacement policy for the Housing Authority of the City of Pittsburgh, and by including lasting affordability requirements on projects developed with public funding.
- Preserve the affordability of existing market-rate units that are affordable to lower-income households by implementing the rental registration program established in 2014 but which currently faces a legal challenge, and by exploring programmatic opportunities to preserve and upgrade these units, including an acquisition strategy.
- Protect tenants by instituting just-cause eviction provisions, tenant protections, and relocation assistance for housing developments receiving public assistance and by exploring the potential to amend the state's landlord-tenant act to expand tenant protections.
- Help low-income tenants become homeowners by implementing the mayor's proposed program to allow the use of Section 8 vouchers for purchasing and renovating blighted homes.

- Defend the city's ordinance preventing landlords from discriminating against tenants using Section 8 vouchers as payment, which is facing legal challenges.
- Protect longtime, low- and moderate-income homeowners from unaffordable increases in property taxes by implementing the county's Longtime Owner Occupant Protection tax exemption.
- Leverage the city's new land bank to create and preserve affordable homes.

Equitable Development in Action:
Washington, DC

In Washington, DC, the Tenant Opportunity to Purchase Act provides renters with the opportunity to purchase their homes if the owners decide to sell. Tenant groups can access low-interest loans and technical assistance to purchase their buildings through the First Right Purchase program operated by the city's housing and community development department. The policy helped to preserve nearly 1,400 units between 2000 and 2010.[40]

The full implementation of these strategies, with a focus on the households with the greatest needs (those at or below 50 percent of the city's median income), would go a long way toward improving housing affordability and securing residents as their neighborhoods improve. The city should implement these policy strategies as swiftly as possible and continue to investigate programmatic approaches to preserving rental housing and fostering homeownership described in its report. Regional housing advocates and policymakers should also consider four additional strategies.

- Pass a just-cause eviction ordinance and additional tenant protections that apply to all renters, not only those living in publicly subsidized homes.
- Understand eviction trends, and provide legal and financial assistance to prevent it. Harvard sociologist Matthew Desmond's recent research revealed how eviction is a widespread phenomenon, particularly among Black women and families, that creates housing instability and drives families into poverty and debt.[41] Very little is known about the scale of evictions in Pittsburgh, because paper records are held in 13 magisterial courts. Advocates should explore ways of accessing this data to better understand its extent and to develop effective solutions, including potentially establishing a housing court. In the meantime, local governments and philanthropy should act now to increase legal

assistance to low-income renters facing eviction, and ensure the availability of rental assistance programs.

- Analyze the potential for a commercial linkage fee to fund affordable housing. Recognizing that new commercial development creates a need for additional workforce housing, many cities collect "linkage fees" to fund nearby affordable housing development. Pittsburgh policymakers should assess the viability of a linkage fee.

- Coordinate housing and transportation policy and investments to increase mobility and access, and reduce transportation costs. Housing investments should be made in a way that increases the ability of low-income residents and people with disabilities to live in walkable, bikable, transit-accessible communities. Concentrating affordable housing development and preservation near frequent transit service is a key approach. Also, the Port Authority's transit-oriented development (TOD) guidelines should be used along Pittsburgh's frequent bus and light-rail network and create the basis for new TOD zoning throughout the city. New development should also adhere to Pittsburgh's emerging Complete Streets policy to ensure that communities are walkable and bikable from the beginning and not overburdened with auto reliance, which is expensive for low-income residents *and* developers.

Equitable Development in Action:
New York City

To reduce evictions and fight homelessness, New York City increased funding for tenant legal services and accelerated emergency rental assistance programs in 2014. The programs are working: evictions declined by 24 percent between 2013 and 2015.[48]

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5. Track and monitor neighborhood opportunity and change to continuously inform policy strategies.

Understanding and regularly monitoring the level of opportunity in the region's neighborhoods, how neighborhood housing markets are changing, where development and gentrification is occurring, displacement risks, and access to wealth-building opportunities would provide critical data for developing coordinated policy responses. For this data to support equitable development strategies, trends must be analyzed by race and ethnicity in addition to income, with

particular attention to what is happening in the region's Black neighborhoods and neighborhoods that are seeing a great deal of investment, such as in the East End. Pittsburgh already has the basic infrastructure in place for such monitoring, with a strong data intermediary, the University of Pittsburgh's University Center for Social and Urban Research, which manages the Western Pennsylvania Regional Data Center and the Southwestern Pennsylvania Community Profiles. The area also has a number of university- and community-based research institutions that could, with consistent funding, conduct regular analyses of the data to report on the state of equity and opportunity in Pittsburgh.

6. Develop a community land trust strategy.

Long-standing community land trusts, such as Boston's Dudley Street Neighborhood Initiative, Burlington's citywide land trust, and Albuquerque's Sawmill Community Land Trust, demonstrate their power to foster community-driven development without displacement. The Dudley Street initiative created 225 permanently affordable homes as well as a greenhouse, community garden, and charter school in a single neighborhood while Burlington's land trust includes more than 2,500 homes citywide.[42] Community land trusts are nonprofit organizations governed by community members that hold land for long-term public benefit. Through their permanently affordable homeownership model, they help lower-income households who are priced out of the regular housing market access stable housing and build assets while preserving affordability by limiting the resale price to what is affordable to the next low-income buyer. Coalitions in Baltimore, Buffalo, Philadelphia, and elsewhere are embracing community land trusts as cornerstones of their approach to equitable development. Baltimore's fair development coalition, for example, is seeking to build a large-scale model, requesting $20 million annually from public bonds to support a land trust with another $20 million in city funds toward community jobs deconstructing abandoned structures, greening vacant lots, and providing opportunities for urban agriculture.[43]

Given Pittsburgh's significant amount of vacant land and rising market pressures, its city and community development leaders should develop a community land trust strategy. The idea is already taking root locally: a Community Land Trust Exploratory Committee convened in 2015 to study the model for Allegheny County, and Lawrenceville United has begun developing a land trust in the Upper Lawrenceville neighbor-

hood where home prices have skyrocketed.[44] A larger-scale strategy should focus on addressing racial gaps in home ownership and ensuring affordable homes (rentals or owned) are available in neighborhoods that are gentrifying or slated for new public or private investments.

7. Use publicly owned land for equitable development.

Depopulation has left Pittsburgh with tens of thousands of vacant and abandoned lots, and many of them are owned by government authorities. In the city of Pittsburgh alone, there are some 27,000 vacant lots and more than a quarter of them are owned by the city.[45] In 2014 the city established a land bank with the goal of returning vacant land to productive uses aligned with neighborhood priorities. The land bank includes oversight by a board that includes community members, policies to ensure community engagement and review, protections and hardship payment plans for homeowners facing tax foreclosure, and contracting preferences for minority- and women-owned businesses.[46] The land bank should adopt disposition policies that prioritize the use of the land for equitable development, including ownership and wealth- building opportunities for low-income residents, parks and open spaces in distressed neighborhoods, community gardens and urban farming opportunities, and development projects that meet community needs such as grocery stores in food- desert neighborhoods and affordable and mixed-income housing. One specific priority of the land bank should be to support the community land trust strategy described above.[47] In assessing the viability of vacant land for affordable housing, it is important to consider the site's accessibility to transit and other elements of neighborhood opportunity.

8. Invest in resident-driven art, culture, and enterprise.

When neighborhoods begin to gentrify, the influx of wealthier residents and businesses catering to their needs often changes the cultural environment and identity of the neighbor- hood. Longtime low-income and working-class residents can feel a sense of "psychological displacement" and disconnection from neighborhoods where they've lived for years or even decades. Over time, the changing resident mix can decrease demand for businesses and services oriented toward working- class residents, such as laundromats, and these businesses

can disappear. Investing in the artistic, cultural, and entre- preneurial expressions of existing neighborhood residents and groups that are vulnerable to displacement is an important strategy to protect against this effect and stabilize changing communities.

9. Support community schools, neighborhood safety, and justice.

The quality of neighborhood schools and the safety of neigh- borhood streets and sidewalks are core features of neighbor- hoods that impact the opportunity, health, and well-being of residents. One effective approach to improve the quality of public education in low-income neighborhoods—embodied by the Promise Neighborhoods Initiative—is to provide wrap- around services (tutoring, after-school programs, health services, etc.) to students to support their academic success. "Community schools" is a similar approach that integrates such services into public schools through partnerships with local organizations. Pittsburgh is already experimenting with these approaches, with the Homewood Children's Village and a recent school board vote to adopt a community schools policy, and the city should continue to implement these approaches to improve its most-challenged schools. City leaders should also test strategies to increase the rates of low-income young Black men entering the Pittsburgh Promise program, which provides $40,000 college scholarships to Pittsburgh public school students, but whose eligibility criteria (a 2.5 GPA and 90 percent attendance rate) have created barriers for this group.[49]

With respect to safety and justice, the city should continue its efforts to improve community-police relationships. Pittsburgh Police Chief Cameron McLay has committed to working on issues brought to the department by the Pennsylvania Interfaith Impact Network (PIIN) community coalition, including diversity in hiring (between 2001 and 2012, only 4 percent of hires were Black), training in implicit bias and procedural justice, data collection, and community- accountability meetings. Pittsburgh is also one of six cities participating in the National Initiative for Building Community Trust and Justice.[50] The city (and surrounding municipalities) should commit to monitoring policing data and providing this data to the public to ensure accountability. They should also assess their systems of fines and fees to ensure low- income residents of color are not being unfairly targeted and fined into poverty or jail.

III. Expand Employment and Ownership Opportunities

For Pittsburgh to achieve equitable development, its lower-income residents and entrepreneurs of color need more opportunities to contribute to building Pittsburgh's next economy—across all of its industry sectors. Black Pittsburghers and other marginalized workers such as undocumented immigrants and the members of the transgender community face barriers to accessing the good jobs that are essential to earning enough income to support their families and invest in their future. In addition to facing disproportionately high unemployment levels, working families of color struggle economically. One-fourth of the region's Black workers who are working full-time live in families with incomes below 200 percent of the federal poverty level ($46,100 for a family of four in 2012) as do 14 percent of Latino workers, compared with just 9 percent of their White counterparts.[51] Continuing to improve job quality via policy, business practices, and worker organizing is critical to increasing family economic security.

Increasing opportunities for entrepreneurs of color to start and grow businesses is a win-win strategy for inclusive growth, because they are more likely to hire people of color and to locate their businesses in communities of color.[52] A survey of Black business owners, for example, found that two-thirds of their employees were Black.[53] While Black entrepreneurs are contributing to growth locally, they are still underrepresented and their businesses tend to be very small. The number of Black-owned businesses in Allegheny County increased by nearly 40 percent since 2007—one of the fastest growth rates in the country. But even with this recent growth, roughly 7 percent of businesses in the county are Black owned, and less than 1.5 percent of all businesses with employees are Black owned, despite the fact that Black residents make up more than 13 percent of the county's population.[54]

To expand employment and business opportunities and address the racial wealth gap, Pittsburgh leaders should focus on the following actions.

Equitable economic development strategies build residents' incomes and assets, ensuring they can stay in revitalizing neighborhoods.

10. Implement targeted racial equity strategies as part of the Inclusive Innovation Roadmap.

The city of Pittsburgh and partners launched an "Inclusive Innovation Roadmap" in 2015 that aims to leverage innovation to improve the quality of life for all residents through strategies to bridge the digital divide, provide open data, streamline procurement, advance clean technology, and more.[55] This roadmap should be updated to incorporate a racial equity analysis that explicitly considers racial barriers to participation in innovation sectors and proposes targeted solutions.

Pittsburgh can learn from efforts underway in Portland, Oregon, where the city's economic development agency has embarked on a three-year Inclusive Entrepreneurship Action Plan to create a more inclusive start-up ecosystem. Recognizing the low diversity of its technology and innovation sectors, the city has successfully increased the diversity of participants in its Startup PDX Challenge, an annual competition designed to connect technology and manufacturing entrepreneurs with early-stage growth support and funding. In the 2014 and 2015 classes, 61 percent of the founders were Black and/or Latino. And in 2016, the agency launched an inclusive start-up fund specifically devoted to providing initial investment capital and mentoring to local high-growth companies founded by women and members of disadvantaged communities of color.[56]

11. Leverage anchor institution spending to support inclusive business development.

Pittsburgh has a wealth of "anchor institutions": large educational, health, and cultural institutions, like the University of Pittsburgh, UPMC Health System, and Phipps Conservatory, that are both significant regional economic engines and deeply rooted in the community. Many communities have recognized the unique potential of anchor institutions to connect their overlooked residents and neighborhoods to their regional economies. One of the key levers for doing this is by leveraging the spending power of anchor institutions to support local- and minority-owned businesses.

Communities have developed several models for anchor procurement, including:

- shifting a portion of an institution's purchasing to local vendors, for example the University of Pennsylvania directing 10 percent of its purchasing to West Philadelphia;
- directing the procurement of multiple anchor institutions to support a network of worker-owned cooperatives in a specific community, such as Cleveland's Evergreen Cooperatives model; and
- creating an intermediary to help multiple anchors connect with local companies that also provides technical assistance to help small businesses become competitive for anchor contracts (such as the Chicago Anchors for a Strong Economy effort that includes 15 anchor partners).[57]

Pittsburgh community leaders have explored this strategy in the past and they have identified the need for strong anchor institution leadership and interest to move it forward. Given the evolution and momentum of these strategies nationally, as well as the pressure for the city's largest nonprofit anchors (who are exempt from paying taxes) to make tangible contributions to improving local conditions, it is time for Pittsburgh's anchor institutions to step up and develop an intentional procurement strategy. A critical first step is to analyze local anchor purchasing and supply chains. Pittsburgh's anchor institutions should support such an assessment and hold an anchor convening to discuss the assessment, explore different models, and identify next steps toward developing a strategy locally.[58]

Equitable Development in Action: Cincinnati

Cincinnati, Ohio's Minority Business Accelerator, run by its Chamber of Commerce, supports the growth of local, minority-owned companies through annual spending goals. In 2014, 40 local corporations and nonprofit organizations committed to spend $1.1 billion with 30 local minority-owned businesses.[59]

IV. Embed Racial Equity Throughout Pittsburgh's Institutions and Businesses

Racial inequities are not inevitable; they were created by the actions, investments, policies, and decisions of society's most powerful institutions, including government, foundations, businesses, and banks. Institutional practices of redlining, urban renewal, and segregation from decades ago all played a tremendous role in producing today's uneven geography of opportunity. While these overt forms of racial discrimination no longer persist, more subtle forms of racial bias and structural challenges—such as mass incarceration, the concentration of poor children of color in poor schools, and the racial wealth gap—contribute to the reproduction of racial inequities.

To eliminate Pittsburgh's racial inequities, its institutions need to transform from within, analyzing their decisions and practices with a racial equity lens, using their powers and influence to remove barriers and expand opportunities for people of color and other marginalized groups.

In the 1930s, the federal government redlined Pittsburgh's Black and immigrant neighborhoods, rating them as high risk for investment. *(LaDale Winling/Urban Oasis)*
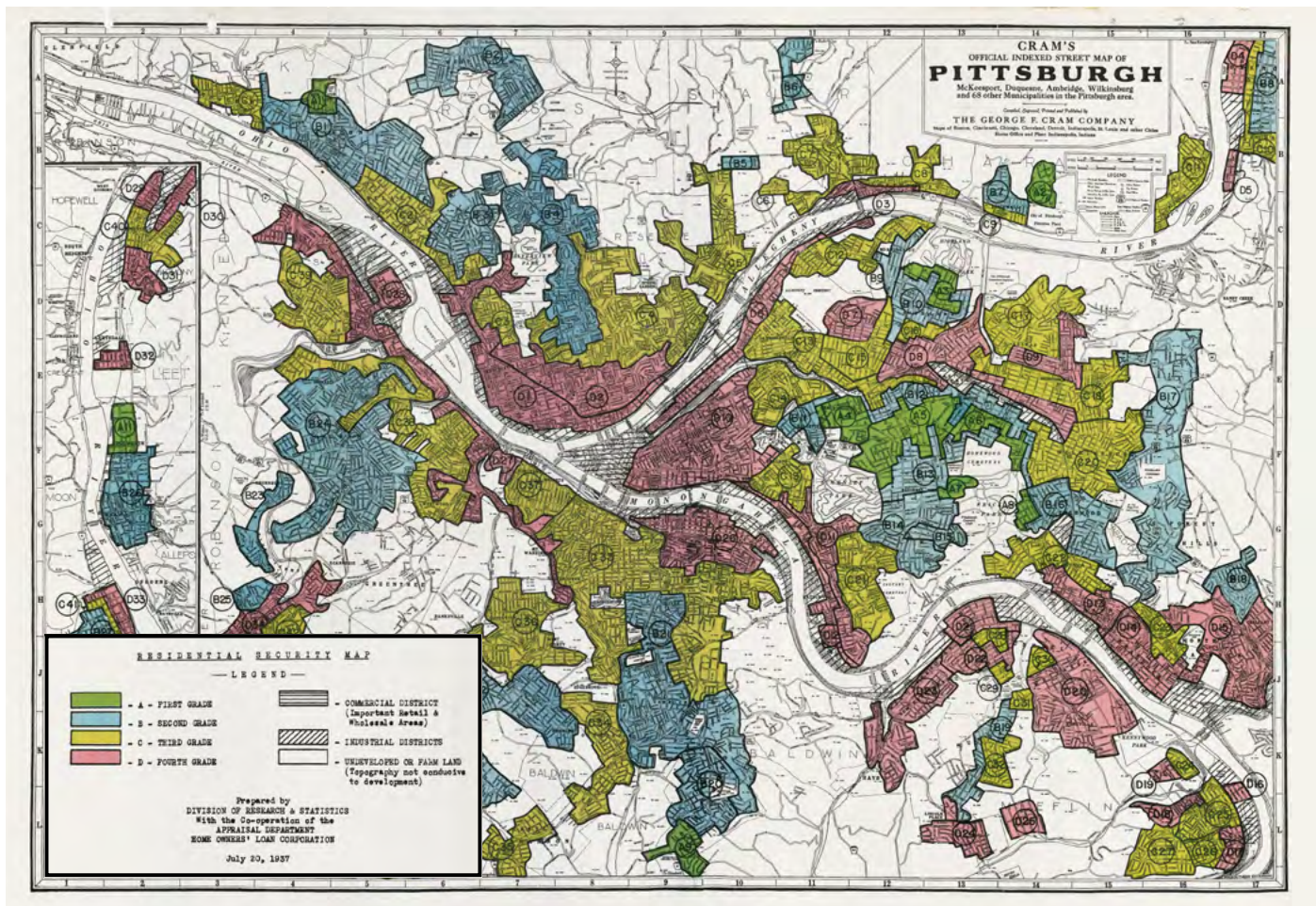
12. Adopt a racial equity focus within government.

In 2005, Seattle became the first city in the nation to launch a citywide initiative to eliminate racial inequities and structural racism, followed by surrounding King County in 2008. Since then, many government agencies have integrated an explicit focus on racial equity throughout their operations, demonstrating leadership at the top and seeking to integrate the approach agency-wide. They are acknowledging structural and institutional racism, analyzing the state of equity in their communities, training staff, building stronger relationships with marginalized communities, adopting racial equity analysis tools to inform decision making, and creating action strategies and plans to eliminate inequities and unlock opportunity for all community members.

Pittsburgh's government agencies should adopt a racial equity focus and become members of the Government Alliance on Race and Equity national network, which provides technical assistance to help its member governments develop successful approaches. All departments should use a racial equity analysis tool to understand the potential equity impacts of decision making on marginalized populations and neighborhood opportunity, and should make choices that advance equity and inclusion. Annual reporting to the public on how the tool informed decision making will increase transparency and ensure accountability. To support the building of healthy neighborhoods of opportunity, agencies also need to collaborate and share information with each other about how decisions can best contribute to neighborhood goals. Pittsburgh's government agencies should also continue to advance the goals of increasing language and cultural access to city government and public agencies for immigrants as outlined in the Welcoming Pittsburgh plan, and the city should proceed with launching a municipal ID program.

13. Advance equity, diversity, and inclusion in the business community.

While government is an important force for change, improving economic opportunities and outcomes at scale and over the long term requires the full engagement and participation of the private sector. Companies themselves need to understand the bottom-line benefits of hiring and promoting diverse employees, supporting locally owned businesses, and ensuring all of the jobs they support are quality jobs with family-sustaining wages. And they need to take action to improve racial and economic inclusion outcomes across their operations.

Several efforts in the region are working to advance diversity and inclusion within the business community. The Corporate Equity and Inclusion Roundtable has been building momentum toward the adoption of best practices, including versions of the National Football League's "Rooney Rule" policy that requires teams to interview people of color as candidates for senior positions. Companies including the Rivers Casino, UPMC, and Highmark have adopted this practice for hiring or contracting, and the Allegheny Conference on Community Development has promoted this policy among its members.

These efforts should be amplified and accelerated through a campaign that encourages companies to track and report annually on a series of equity and inclusion performance metrics that include supply-chain spend, job quality, hiring and promotions, turnover of employees of color, and other indicators. Such equity metrics should also be incorporated into sustainability metrics aimed at private businesses, as Sustainable Pittsburgh has recently done with its Green Workplace Challenge.[60] Economic development leaders should also develop tailored campaigns to reach industry sectors that have particularly low levels of diversity. In Portland, Oregon, over a dozen companies in the city have signed on to a "Tech Diversity Pledge" to improve training and hiring practices to create a more diverse workforce.[61]

While this recommendation focuses on the private sector, the same campaign should extend to the region's philanthropic and nonprofit community development sector as well. These organizations should demonstrate equity, inclusion, and leadership development, and their staff and boards should reflect the diversity of the communities they seek to serve.

Equitable Development in Action: Grand Rapids

Cascade Engineering, a manufacturing company in Grand Rapids, Michigan, exemplifies how private companies can put equity into action. It adopted an anti-racism mission statement, and puts that intention into action through dedicated hiring strategies to employ people with criminal records, publicizing the business advantages of doing so, and spearheading a campaign to get 30 other area companies to also hire people with records.[62]

V. Build Community Power, Voice, and Capacity

Residents and community-based organizations living and working in Pittsburgh's distressed communities are central to making equitable development a reality. None of the equitable development examples shared in this report came about exclusively through top-down policy action and ideas: most began as ideas from residents and neighborhood organizations about how to address challenges, remove barriers, and build more inclusive communities. Pittsburgh's residents are the eyes and ears of its neighborhoods, and possess valuable information, insight, and wisdom critical to designing solutions that work. Residents are also uniquely positioned to be the agents and owners of neighborhood change, transforming problems like vacant lots into community assets. Experience from communities that have gentrified also reveals the importance of community ownership and control of land as well as authentic community engagement in the development process to ensure that community residents and small businesses can stay in their neighborhoods as they improve.

Pittsburgh should take the following steps to build community power, voice, and capacity to advance equitable development.

14. Support multiracial, cross-sector collective action for equitable development.

For the region to make meaningful progress toward equitable development, the core champions of equity and inclusion must have a way of working together across neighborhoods and issue areas to advance citywide and regional strategies. Pittsburgh has many strong organizations and institutional leaders that are already implementing many of the strategies described in this report and are interested in collaboratively advancing a coherent action plan. This activity needs direction, leadership, and coordination.

Pittsburgh also has a strong labor movement and a labor/community coalition, Pittsburgh United, that has successfully organized for living-wage and green infrastructure policies, and is now leading a campaign to establish the housing trust fund recommended by the Affordable Housing Task Force.

Building structures for information-sharing and collective action within and across these groups and developing policy leadership from within Pittsburgh's communities of color are critical to carrying this agenda forward and growing a larger multiethnic and multiracial constituency for equitable development. Local and/or national foundations should

Residents gain community development skills in Neighborhood Allies' Community Leadership Forum. *(Talia Piazza/ Neighborhood Allies)*

invest in the institutional structures and networks that can take collective action for equitable development through organizing and policy development.

15. Ensure sustainable funding for neighborhood-based organizations and equitable development strategies.

Neighborhood-based organizations that engage residents and implement strategies that build residents' incomes and assets while revitalizing places and welcoming newcomers are essential to implementing equitable development in Pittsburgh. These organizations play a vital role in building community cohesion, articulating a vision for the community's future, negotiating with developers, and partnering to implement investment without displacement strategies. Community leaders interviewed for this project highlighted local challenges including the tendency of local philanthropy to fund outside organizations with new ideas (and largely White staff and leadership) rather than investing in building the capacity of neighborhood-based organizations led and staffed by people of color. Additionally, there is a need for additional sources of low-cost financing for community-based equitable development strategies.

Pittsburgh's government agencies, financial institutions, employers, and philanthropies should support funding programs for community-based organizations rooted in the region's low-income communities of color. Additionally, the region should seek to increase funding available for equitable development strategies. Community development financial institutions are important sources of funding for inclusive development strategies and they need more capital to finance them. One approach Pittsburgh should pursue is the securing of community benefits agreements with banks when they propose mergers, such as the agreement negotiated with Huntington Bancshares that will increase small business, mortgage, and community development lending as well as bank branches locally.[63] Local governments and anchor institutions doing business with banks should also choose banks that are supporting equitable development, with strong lending for small, local, minority-, and women-owned businesses. Also, local banks should step up to develop targeted strategies to fill identified funding gaps.

Equitable Development in Action: Detroit

The Detroit Microloan Collaborative was founded in 2014 to address the need for new affordable financing sources for small businesses in the region. Huntington Bank provided a $5 million line of credit to seed the collaborative, which provides $5,000 to $100,000 loans to small businesses that do not qualify for traditional lending, as well as business technical assistance to help business owners become loan ready. The majority of the first 60 loans—totaling $2.2 million—went to minority-owned businesses and have created or retained hundreds of jobs. In fall 2015, the Detroit Development Fund started a new Entrepreneurs of Color loan fund, which in its first 10 months, closed 25 loans totaling over $2 million.[64]

16. Fund tenant organizing and resident leadership development.

Tenant and resident leadership and organizing is foundational to ensuring those most at risk of being displaced know their rights and have a voice in how their neighborhoods change. The city and developers should provide clear, widespread information about the development process and specific proposals in neighborhoods, so residents are informed and empowered to weigh in on proposals in their neighborhood. In addition, local foundations should create a tenant protection fund to support tenant advocacy and organizing to prevent displacement, engage in neighborhood planning, and ensure healthy habitable housing. Community development groups should also implement strategies to empower residents to engage in the development process.

Conclusion

Now is Pittsburgh's moment for equitable development, and its leaders must commit to implementing the recommendations in this report and ensuring everyone is a part of the new Pittsburgh. As this report illustrates, there are viable strategies that leaders in government, business, community development, and philanthropy can undertake to address racial inequities and put all residents on track to reaching their potential, starting with baking equity in to its new development projects and reaching across its institutional landscape and entrepreneurial ecosystem. Just as Pittsburgh has embraced its identity as a tech-forward region, it should—and can—be a frontrunner on equitable development.

Pittsburgh has the opportunity to build a brighter future for all through equitable development. *(Brian Donovan/Flickr)*

Notes

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Author Biography

Sarah Treuhaft

Sarah Treuhaft is the director of equitable growth initiatives at PolicyLink. She coordinates the organization's work on demographic change and the economy, collaborating with local and national partners on research and action projects that aim to build a more equitable economy. She leads the All-In Cities initiative and manages the research partnership between PolicyLink and the Program for Environmental and Regional Equity at the University of Southern California, which maintains the National Equity Atlas, an online data and policy tool.

PolicyLink

Lifting Up What Works®

Headquarters
1438 Webster Street
Suite 303
Oakland, CA 94612
t 510 663-2333
f 510 663-9684

Communications
55 West 39th Street
11th floor
New York, NY 10018
t 212 629-9570

Washington, DC
1200 18th Street, NW
Suite 200
Washington, DC 20036

Los Angeles
1000 North Alameda Street
2nd Floor
Los Angeles, CA 90012

www.policylink.org

Facebook: /PolicyLink
Twitter: @policylink

Equitable Development Principles & Scorecard

A tool for communities, planners and governments

Version 2.0 | November 2015

Created in the Twin Cities, MN for public use by:

> **Asian Media Access, Aurora St. Anthony Neighborhood Development Corporation, Asian Economic Development Association; Blake Road Corridor Collaborative, Centro de Trabajadores Unidos en la Lucha, Community Stabilization Project, Harrison Neighborhood Association, Heritage Park Neighborhood Association, Jewish Community Action, La Asamblea de Derechos Civiles, Lao Assistance Center of MN, Metropolitan Interfaith Council on Affordable Housing, New American Academy, Northside Residents Redevelopment Council, Umoja Community Development Corporation, Alliance for Metropolitan Stability, Nexus Community Partners, MN Center for Neighborhood Organizing.**

TABLE OF CONTENTS

Feel free to tear off the scorecard and copy for community, government and developer use.

We invite you to provide feedback on the process and to send us your questions at http://bit.ly/EquityScorecard. Or simply scan the QR code below:

How to use the Scorecard

This Scorecard was created by Twin Cities, MN community leaders to ensure that the principles and practices of equitable development, environmental justice, and affordability are applied in all communities as they plan for economic development and wealth creation that benefits everyone.

Urban neighborhoods, cultural groups, suburban communities, and rural communities, could use this scorecard for:
- Community based visioning/planning process with a focus on equity such as small area plan, development plan, or master plan.
- Scoring a proposed project.
- Scoring a development project currently in progress.
- Policy change recommendations.

Governments and planners could use this scorecard for:
- planning with a focus on equity
- assessment of current and proposed projects
- policy change recommendations
- evaluating impact of policy on the needs of community
- engaging residents, businesses and developers in measurable economic growth

Step #1:   **Review Scorecard**.
Step #2:   **Delete and/or add components specific to your community**. Not all
              Scoring bullet points may apply to your community and the projects you score. Each community
              should tailor the scorecard to be relevant to their specific purpose(s) and area.
Step #3:   **Add up** what would be the total highest possible score for your tailored scorecard.
Step #4:   **Decide your acceptable range** for high, medium, and low overall score.
Step #5   **Enter into dialogue** and negotiations with your city and developers.

Equitable Development Scorecard Principles: Public subsidies provided to developers and corporations should result in concrete and measurable community benefits for local residents as defined by their community.

1. **Equitable Community engagement practices** require evidence that local community members most affected especially low-wealth people, people of color, neighborhood groups, community organizations, people living with disabilities, and new immigrants are involved in the development project.

2. **Equitable Land Use practices** require evidence that the overall vision, plan, and implementation includes local community's assets, aspirations, potential, and preferences with the intention of retaining current residents and developing projects that promote people's health, well-being and prosperity.

3. **Equitable Economic Development practices** that policies and programs work to prioritize community based financial intelligence, sustainable wealth creation, and high quality job opportunities that prevent unwanted displacement of residents and small businesses from low-income communities and communities of color.

4. **Equitable Housing practices** require evidence that families at all income levels have access to housing that costs no more than 30% of their household income.

5. **Equitable Transportation** practices require evidence that transit is integrated into walkable, livable, and affordable land use practices to enhance healthy living within low-income communities and communities of color.

We welcome questions or feedback http://bit.ly/EquityScorecard

Government Agencies' Principles and Definitions:

Equitable Development - Metropolitan Council, Twin Cities MN.
Definition of Equitable Development:
Equitable development creates healthy vibrant communities of opportunity where low-income people, people of color, new immigrants and people with disabilities participate in and benefit from systems, decisions, and activities that shape their neighborhoods.

Principle of Equitable Development:
The principle is to ensure that everyone regardless of race, economic status, ability or the neighborhood in which they live has access to essential ingredients for environmental, economic, social, and cultural well-being including: living wage jobs, entrepreneurial opportunities, viable housing choices, public transportation, good schools, strong social networks, safe and walkable streets, services parks, and access to healthy food.

Environmental Justice - US Environmental Protection Agency: Environmental justice is the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies.

Sustainable Communities Livability Principles – HUD-DOT-EPA
- Provide more transportation choices.
  - Develop safe, reliable, and economical transportation choices to decrease household transportation costs, reduce our nation's dependence on foreign oil, improve air quality, reduce greenhouse gas emissions, and promote public health.
- Promote equitable, affordable housing.
  - Expand location- and energy-efficient housing choices for people of all ages, incomes, races, and ethnicities to increase mobility, and lower the combined cost of housing and transportation.
- Enhance economic competitiveness.
  - Improve economic competitiveness through reliable and timely access to employment centers, educational opportunities, services, and other basic needs by workers, as well as expanded business access to markets.
- Support existing communities.
  - Target federal funding toward existing communities—through strategies like transit-oriented, mixed-use development and land recycling—to increase community revitalization and the efficiency of public works investments and safeguard rural landscapes.
- Coordinate and leverage federal policies and investment.
  - Align federal policies and funding to remove barriers to collaboration, leverage funding, and increase the accountability and effectiveness of all levels of government to plan for future growth, including making smart energy choices such as locally generated renewable energy.
- Value communities and neighborhoods.
  - Enhance the unique characteristics of all communities by investing in healthy, safe, and walkable neighborhoods—rural, urban, or suburban.

We welcome questions or feedback http://bit.ly/EquityScorecard

GLOSSARY

Affordable Housing: In general, housing for which the occupant(s) is/are paying no more than 30 percent of his or her income for gross housing costs, including utilities. (U. S. Dept. of Housing and Urban Development, 2015)

AMI – Area Median Income: The amount that divides the area's income distribution into two equal groups, half having income above that amount, and half having income below that amount. Income categories include: Extremely-low income = 30% area median income; Very-low income = 50% area median income; Low income = 60% area median income; and Moderate income = 80% area median-income. *More detailed information on page 7.*

Complete Streets: Transportation policy and design approach that requires streets to be planned, designed, operated, and maintained to enable safe, convenient, and comfortable travel and access for users of all ages and abilities regardless of their mode of transportation. (CONNECT, 2015)

Community: When federal, state or county governments use the word community they most often are referring to cities and municipalities. In this document when we use the term community we are referring to groups of families and individuals who are in relationship to each other either by culture or geography.

Community Benefits Agreement is a project-specific agreement between a developer and a broad community coalition that details the project's contributions to the community and ensures community support for the project. Addressing a range of community issues, properly structured CBAs are legally binding and directly enforceable by the signatories. (Partnership for Working Families, 2015)

Community Land Trust: Nonprofit corporations that develop and steward affordable housing, community gardens, civic buildings, commercial spaces, and other community assets on behalf of a community. (Project for Public Spaces, 2015)

Comprehensive Plan is a geographic specific plan that includes all aspects necessary to guide future growth such as: land use, transportation, natural resources, parks and green space, housing, and economic development. Comprehensive plans are created for metropolitan regions, counties, and cities. A comprehensive plan may also include smaller neighborhood and site specific plans such as: small area plan, master plan, and/or development plan.

Environmental Justice: The fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies, including federal investments. (Environmental Protection Agency, 2015)

Environmental standard: State and federal laws that regulate pollution. See EPA http://www2.epa.gov/laws-regulations For Minnesota see http://www.pca.state.mn.us/

Equity: Just and fair inclusion where all can participate and prosper. (PolicyLink, 2015)

Equitable development: A process for creating healthy, vibrant communities of opportunity. Equitable outcomes result when strategies are put in place to ensure that low-income communities and communities of color participate in and benefit from investments that shape their neighborhoods and regions. (PolicyLink, 2015)

Livability is the sum of the factors that add up to a community's quality of life—including the built and natural environments; economic prosperity; social stability, equity, and capital; educational opportunity; and cultural, entertainment and recreation possibilities. (Partners for Livable Communities, 2015)

Living wage affords the earner and her or his family the most basic costs of living without need for government support or poverty programs. A living wage is a complete consideration of the cost of living. Wages vary according to location, as costs of living vary. (Living Wage Action Coalition, 2015)

Mixed use development is a development that combines two or more different types of land uses, such as residential, commercial, employment, and entertainment uses, in close proximity. In some communities, mixed use may be defined as different uses contained within the same physical structure. (San Joaquin Valley Councils of Governement, 2015)

Placemaking is a multi-faceted approach to the planning, design and management of public spaces. Placemaking builds on a local community's assets, inspiration, and potential, with the intention of creating public spaces that promote people's health, happiness, and well-being. (Project for Public Spaces, 2015)

Section 3 – Housing and Urban Development requires that recipients of certain HUD financial assistance, to the greatest extent possible, provide job training, employment, and contract opportunities for low- or very-low income residents in connection with projects and activities in their neighborhoods. (U. S. Department of Housing and Urban Development, 2015)

Social impact assessment is a process of evaluating the likely impacts and the consequences (beneficial and adverse) to human populations of any public or private actions that alter the ways in which people live, work, play, relate to one another, organize to meet their needs and generally cope as members of society. The term also includes cultural impacts involving changes to the norms, values, and beliefs that guide and rationalize their understanding of themselves and their society. (Interorganizational Committee on Principles and Guidelines for Social Impact Assessment, 2003)

Smart growth helps communities grow in ways that expand economic opportunity while protecting human health and the environment. (Environmental Protection Agency, 2015)

Streetscaping: Public works programs to improve streetscape conditions that can include changes to the road cross section, traffic management, pedestrian conditions, landscaping, street furniture (utility poles, benches, garbage cans, etc.), building fronts, and materials specifications. (North Central Texas Council of Governments, 2015)

Sustainable Communities: Urban, suburban, and rural places that successfully integrate housing, land use, economic and workforce development, transportation, and infrastructure investments in a manner that empowers jurisdictions to consider the interdependent challenges of: 1) economic competitiveness and revitalization; 2) social equity, inclusion, and access to opportunity; 3) energy use and climate change; and 4) public health and environmental impact. (U. S. Dept. of Housing and Urban Development, 2015)

Tax abatement: Reduction of, or exemption from taxes granted by a government for a specified period, usually to encourage certain activities such as investment in capital improvements and development projects. A tax incentive is a form of tax abatement. (City of Cocoa, Florida, 2015)

Tax Increment Financing: Tax increment financing (TIF) is a method of financing the public costs associated with a private development project. Essentially, the property tax increases resulting from development are targeted to repay the public infrastructure investment required by a project. (State of Nebraska, 2015). TIF funds can be dedicated for the development of affordable housing.

Transit Oriented Development (TOD): Development of commercial space, housing, and job opportunities close to public transportation, thereby reducing dependence on automobiles. TODs are typically designed to include a mix of land uses within a quarter-mile walking distance of transit stops or core commercial areas. (U. S. Dept. of Housing and Urban Development, 2015)

Transit: Public transportation in the form of buses, bus rapid transit, streetcars, light rail trains, and commuter rail.

Universal Design is the design of products and environments to be usable by all people, to the greatest extent possible, without the need for adaptation or specialized design. (Mace, 2015)

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Walkability: A walkable community is one where it is easy and safe to walk to goods and services (i.e., grocery stores, post offices, health clinics, etc.). Walkable communities encourage pedestrian activity, expand transportation options, and have safe and inviting streets that serve people with different ranges of mobility. (Laura Sandt, 2015)

Zoning: The classification of land by types of uses permitted and prohibited in a given district, and by densities and intensities permitted and prohibited, including regulations regarding building location on lots. (Partnership for Working Families, 2015)

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Affordable Housing: What is Area Median Income?

Area Median Income (AMI) is used by HUD (Housing and Urban Development) at the federal level to assess income of families and what cost of housing is affordable to them. Area Median Income means that 50 percent of families in the area are above this income level and 50 percent are below.

"*Families who pay more than 30 percent of their income for housing are considered cost burdened and may have difficulty affording necessities such as food, clothing, transportation, and medical care. An estimated 12 million renter and homeowner households now pay more than 50 percent of their annual incomes for housing. A family with one full-time worker earning the minimum wage cannot afford the local fair-market rent for a two-bedroom apartment anywhere in the United States.*" (U.S. Dept. of Housing and Urban Development, 2015)

HUD categorizes how housing is affordable by these income levels:
- Extremely low income - 30% area median income
- Very low income - 50% area median income
- Low income - 60% area median income
- Moderate income - 80% area median income

Categories	Twin Cities 13 county region	Minneapolis	St. Paul
Area (family) Median Income (AMI)	$86,000	$64,700	$65,600
Extremely Low income (30% AMI)	$26,000	$19,400	$19,700
Very Low income (50% AMI)	$43,000	$32,400	$32,800
Low income (60% AMI)	$51,600	$38,800	$39,400
Moderate income (80% AMI)	$65,800* (*cannot exceed US median)	$51,800	$52,500

American Community Survey 1-year data for 2012, adjusted per HUD method used at: http://www.huduser.org/portal/datasets/il/il2015/2015MedCalc.odn

How does this impact what is called "affordable"?

Using the Twin Cities 13 county Area Median Income to determine what is affordable is a problem in the Twin Cities because of the great disparity between incomes in the suburbs versus incomes in the cities and other places of low wealth people in the region. It is clear that using our region's AMI as it has been used does not result in affordable housing for residents of Minneapolis and St. Paul or other low wealth areas.

Government agencies use HUD standards for affordability when securing federal funds to build and preserve affordable housing. This has not served our low wealth communities well. **There is no reason that cities and counties cannot use their own formula for affordability instead of using the Twin Cities 13 county regional AMI. It is our position that local cities and counties should use a method for assessing affordability that takes income disparities in their region into account.**

Affordability is also not just about the cost of housing—rental or owner occupied. It includes access to jobs, goods, entertainment, and recreation. It also includes access to medical and government services. To be affordable, these services either need to be within walking/biking distance or easily accessible by public transportation. Housing plus transportation costs should be 50% or less of the household monthly income.

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EQUITABLE DEVELOPMENT SCORECARD
Assessment cover page

Project/Plan name:

Is the project part of a bigger land use plan?　　**If yes please attach plan**

Location:

Public Investment(s):

- ☐ **Public subsidy funding amount and source**

- ☐ **Tax abatement amount and source**

- ☐ **Public land sale and amount**

- ☐ **Zoning changes/variances**

- ☐ **Infrastructure improvements (sewer/water, street, sidewalk, etc)**

- ☐ **Other:**

Developer:

Developer contact info:

Public agency

Public agency contact info:

Other Stakeholders:

Description:

Community Profile (demographics – please attach additional information to the Scorecard):

Equitable Development Total Score: _____

Equitable Community Engagement Score: _____

Equitable Land Use Score: _____

Equitable Economic Development Score: _____

Equitable Housing Score: _____

Equitable Transportation Score: _____

Important note:

Not all of the following scoring bullet points may apply to your work - feel free to tailor the Scorecard to be relevant your effort.

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1. **Equitable Community engagement practices** require evidence that local community members most affected, especially low-wealth people, people of color, neighborhood groups, community organizations, people living with disabilities, and new immigrants are involved in the development project.

SCORE	MEASURE: Score each bullet point on a scale of 1 – 5 1 being low and 5 being high	Responsible sector: Developer/community/government
	a) Project was community initiated.	
	b) Planning requires community engagement to establish priorities and criteria for land use and economic development to guide future development and growth.	
	c) Community engagement involves local community members within the first 6 months of the planning process.	
	d) Community has authority in the decision making process such as community representation on project advisory team/task force/committee.	
	e) The plan and project includes the community's goals, priorities, and criteria for growth and reinvestment.	
	f) Significant changes to the scope of the plan and/or project triggers more community engagement.	

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_____**TOTAL EQUITABLE COMMUNITY ENGAGEMENT SCORE**

2. **Equitable Land Use practices** require evidence that the overall vision, plan, and implementation includes local community's assets, aspirations, potential, and preferences with the intention of retaining current residents and developing projects that promote people's health, well-being and prosperity.

SCORE	MEASURE: Score each bullet point on a scale of 1 – 5 1 being low and 5 being high	Responsible sector: Developer/community/government
	a) Beneficial and harmful impacts on environmental health, economic prosperity, and social vitality are assessed.	
	b) The development site meets environmental standards on clean air, water, and soil without increasing soil toxicity, air and water pollution.	
	c) Environmental justice pollution clean-up efforts are designed to progress into a community-driven vision for development.	
	d) People focused land use minimizes car-oriented design with complete streets elements.	
	e) Development within existing communities maintains or increases density in developed areas to promote better access to emerging amenities such as housing, jobs, business, education, and green space.	
	f) Mixed use zoning supports economic opportunity which can include long-term or permanent affordable housing, small businesses, and commercial development with reliable access to transit.	
	g) Land use within site or within adjacent neighborhood improves the livability of local neighborhoods with streetscaping, public space, and green space.	

_____**TOTAL EQUITABLE LAND USE SCORE**

We welcome questions or feedback http://bit.ly/EquityScorecard

3. **Equitable Economic Development practices require evidence** that policies and programs work to prioritize community based financial intelligence, sustainable wealth creation, and high quality job opportunities that prevent unwanted displacement of residents and small businesses from low-income communities and communities of color.

SCORE	MEASURE: Score each bullet point on a scale of 1 – 5 1 being low and 5 being high	Responsible sector: Developer/community/government
	a) New capital and investment opportunities are created to promote local small business development, arts/cultural-based businesses, and entrepreneurial opportunities.	
	b) High quality, diversified, and employee-intensive businesses owned by people of color are created to sustain a strong economic base and provide job opportunities for the full employment of a diverse set of skills.	
	c) Lease agreements prioritize neighborhood business opportunities.	
	d) Project uses local workforce/education programs to connect residents to project construction jobs and long term employment within the project.	
	e) Local community is given preference when hiring consultants, contractors, and developers as a strategy to address disparities such as HUD Section 3 program requirement.	
	f) Public funding criteria rewards applicants who ensure that their workers have living wages jobs with benefits and the right to organize for labor agreements without fear of retaliation.	
	g) Design reflects distinct identities of local cultural heritage through the presence, preservation, or addition of architectural assets within a Universal Design.	
	h) Design includes environmentally responsible and resource efficient materials and processes throughout the project's life cycle.	

_____**TOTAL EQUITABLE ECONOMIC DEVELOPMENT SCORE**

We welcome questions or feedback http://bit.ly/EquityScorecard

4. **Equitable Housing practices** require evidence that families at all income levels have access to housing that costs no more than 30% of the household income.

SCORE	MEASURE: Score each bullet point on a scale of 1 – 5 1 being low and 5 being high	Responsible sector: Developer/community/government
	a) Housing projects ensure that minimally 1/3 of units are available for extremely-low (30% AMI), very-low (50% AMI), low (60% AMI), and moderate (80% AMI) income families that are long term or permanently affordable. *See page 6.	
	b) All new housing is built with energy efficiency to reduce utility bills for the residents and is free from environmental hazards.	
	c) Affordable housing is located near amenities (health and social services, transportation, education, and quality job opportunities) that promote walkability, livability, and community.	
	e) An affordability formula includes "housing + transportation" costs that demonstrates residents paying less than 50% of household income for housing and transportation and less than 60 minutes spent in transit.	
	f) Zoning codes promote the integration of affordable housing within mixed income neighborhoods.	
	g) Project includes a designated affordable housing Tax Increment Financing district.	
	h) Displacement prevention strategies are in place such as: current residents' first right of refusal on new housing; and assurances that increased property values benefits current residents.	
	i) The percentage of housing that accommodates large families with 3 to 4 bedroom units reflects community's need.	
	j) Housing accommodates physical/developmental disabilities by incorporating Universal Design.	

_____**TOTAL EQUITABLE HOUSING SCORE**

We welcome questions or feedback http://bit.ly/EquityScorecard

5. Equitable Transportation practices require evidence that transit is integrated into walkable, livable, and affordable land use practices to enhance healthy living within low-income communities and communities of color.

SCORE	MEASURE: Score each bullet point on a scale of 1 – 5 1 being low and 5 being high	Responsible sector: Developer/community/government
	a) Development infrastructure provides safe, attractive, and convenient access to pedestrian, bicycle, and transit systems.	
	b) 30 - 45 minute trip time for pedestrian, bicycle, and transit connections to jobs, education, cultural resources, goods, and services.	
	c) Parking facilities accommodate bicycle daily use and storage and do not limit access of pedestrians.	
	d) Attractive, comfortable, accessible transit facilities are available or provided.	
	e) Presence of wayfinding and systems information for pedestrians, bicyclists, and transit users is provided.	
	f) Development promotes traffic calming and pedestrian safety with the presence of enhanced crosswalks.	
	g) Accessible to all abilities by the incorporation of Universal Design	

_____**TOTAL EQUITABLE TRANSPORTATION SCORE**

We welcome questions or feedback http://bit.ly/EquityScorecard

Equitable Development
Promising Practices to Maximize Affordablity
and Minimize Displacement in
Nashville's Urban Core

Synopsis

This report on equitable development was commissioned by NashvilleNext in response to the
concern of affordable housing and gentrification to Nashvillians. A Community Conversation
on this topic was held June 30, 2014 and was attended by over 300 persons; an indication of the
importance of this study to the future of Nashville. In addition to the Community Conversation,
community input was gathered in the form of a listening session and interviews with local and
national experts in the field of affordable housing.

Prepared by:

Amie Thurber

Jyoti Gupta

Dr. James Fraser

Dr. Doug Perkins

Community Research and Action Program, Vanderbilt University

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EXECUTIVE SUMMARY

In the first phase of NashvilleNext, Nashville's comprehensive general plan update, residents identified *affordable living* as a top planning concern for the next 25 years. People of all incomes care about affordability, the costs of living in general, and housing costs in particular. Many expressed concern about the ways neighborhoods are changing – particularly neighborhoods that have previously been affordable for renters and homeowners. These changes affect not only who can afford to live in neighborhoods, but what neighborhoods feel like to those who live there.

Addressing affordability is imperative to preserving and improving overall quality of life while keeping Nashville competitive for economic growth. Without concrete tools to ensure affordable housing choices throughout all neighborhoods, the city will continue to experience economic segregation and more households will face a staggering cost burden, displacement and exclusion. In April, 2014, Metro Planning contracted with a research team in Vanderbilt University's Community Research and Action program to conduct a review of best practices for maximizing the production of affordable housing and minimizing residential displacement[1].This study includes a review of relevant literature, interviews with local and national affordable housing and urban planning professionals, and resident feedback regarding urban change and affordable housing in Nashville (for a description of methods, see Appendix A. Methods, p. 39)[2]. This review is timely; the U.S. Department of Housing and Urban Development will soon release new Fair Housing regulations. While the exact provisions are unknown at this time, some of the recommendations highlighted in this report may become requirements of municipalities seeking federal funding for affordable housing.

Overwhelmingly, Nashville resident feedback aligns with recommendations of experts around the country: the housing market will not automatically create housing choice throughout communities, produce or preserve affordable housing, protect vulnerable residents, or create neighborhoods where residents of all incomes can thrive. As such, meeting the goal of affordable living cannot be achieved without a comprehensive plan and the tools necessary for implementation. Cities that have been most successful at fostering affordable living utilize a comprehensive equitable development strategy, intentionally redeveloping neighborhoods in ways that seek to improve the quality of life for residents of all incomes.

Equitable development is the redevelopment of neighborhoods that improves the quality of life for residents of all incomes. This report recommends adopting the following three components of an equitable development strategy:

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1   *The focus of this report is on tools that Metro can use, rather than a review of MDHA's tools. Having said that, any tools Metro adopts to help build and preserve affordable housing will be able to be leveraged by MDHA and other developers to better meet Nashville's housing needs.*

2   *For a summary of community input, see Appendix B.*

1. Adopt an equitable development approach rooted in the values of equity and diversity, driven by an understanding of the positive and negative impacts of revitalization, holistic in strategy and design, informed by a racial equity lens, and enacted through strong community partnerships.
2. Monitor neighborhood demographics and resources including use of a data-informed typology of neighborhood displacement risk, and opportunity mapping to recognize neighborhoods and communities with higher quality of life and opportunities, and develop strategies to increase access to quality services for all Nashvillians.
3. Build an equitable housing development toolkit that includes planning tools and services
   a. Designed to fund, build, and preserve affordable housing, and retain residents;
   b. Appropriate to different types of neighborhoods;
   c. Appropriate for different scales of development.

A note about how to use this report: effective toolkits are contextually specific and responsive to local housing needs, state regulation, and public and political commitments. Fourteen tools are reviewed here to inform the selection of the appropriate strategies for Nashville's context. Once Nashville identifies the specific tools necessary to meet its affordable living goals, technical expertise will be needed to craft the particular regulations and/or programs. Consultation will be needed from local professionals, including Metropolitan Development and Housing Agency (MDHA) and other affordable housing developers, as well as with planning professionals nationally who have successful track-records of implementation.

DEFINITIONS

Neighborhood Revitalization: individual or collective efforts to make a place better – more healthy, safe, vibrant.

Gentrification: The physical, political, social, economic, and/or cultural displacement of low-income populations resulting from the transformation of an area with high levels of affordable housing into an area targeting middle- and upper - income residential and/or commercial uses.

Equitable Development: The redevelopment of neighborhoods that improves the quality of life for residents of all incomes.

Equitable Development

PROBLEM OVERVIEW

Nashvillians have identified affordable living as one of their greatest concerns for the future. Given that housing costs are most often residents' greatest living expense, addressing housing affordability is critical. According to the Metropolitan Development and Housing Agency's (MDHA) 2013-2018 Consolidated Plan, at least 15% (over 39,000) of Davidson County households are estimated to have housing concerns, which are overwhelmingly related to affordability. Low-to-moderate income people, people of color, and elderly persons are particularly vulnerable to housing challenges. While there is need for affordable housing for both renters and homeowners across all income levels, the 2013-2018 Consolidated Plan reports the greatest needs are among:

- Renters earning between 0-50% Area Median Income (AMI)[3]
- Non-elderly homeowners earning between 50%-80% AMI
- Elderly homeowners earnings less than 30% AMI
- African American, Hispanic and Asian populations

The need for affordable housing is only expected to increase in the coming years. In order to accommodate expected population growth (estimated at 185,000 people and 76,000 households over the next 25 years), Nashville projects a need for 113,000 new housing units constructed at a rate of about 3,800 units per year. The current and projected market demand is largely driven by the baby-boomer and millennial demographic cohorts, who desire housing in walkable and mixed-used environments. These characteristics are typical of neighborhoods in Nashville's urban core, which have historically been home to households with low-to-moderate incomes and to communities of color and where a majority of homeowners are seniors. In other words, the neighborhoods *most attractive* to new Nashvillians are currently home to those *most in need* of affordable housing to retain existing residents.

The process of higher income households moving into lower-income neighborhoods is commonly referred to as gentrification. As cited in Metro Planning 2012 Community Character Manual, the consequences of gentrification include:

> …increased housing values, increased tax revenues, displacement of long-time residents, potential conflicts between old and new residents, changing neighborhood character, increase in neighborhood amenities and in more extreme cases, the deconcentration and relocation of poverty (p. 31).

Displacement is a key concern. Both homeowners and renters can be displaced as housing markets change: owners of long-term rental units may drastically raise rents or sell their properties, and moderate and fixed-income homeowners may be priced out by increased property taxes. Addressing affordability is imperative

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3   *AMI is discussed in further detail on page 12.*

to preserving and improving overall quality of life while keeping Nashville competitive for economic growth. Without concrete tools to ensure affordable housing choices throughout all neighborhoods, the city will continue to experience economic segregation and more households will face a staggering cost burden (spending more than 30 percent of their income on housing), displacement and exclusion. The loss of economically diverse urban neighborhoods due to gentrification will deepen the suburbanization of poverty, which increases social isolation and reduces access to transportation, employment and necessary services.

Current response to problem

Currently, the Metropolitan Nashville Planning Department's primary tool for addressing housing affordability is the Community Character Manual, the functional plan component of Nashville's General Plan. A commitment to preserving housing affordability and minimizing the displacement of low-income people is integrated throughout the Manual's General Principles. This policy tool, while effective for influencing housing availability, is limited when it comes to housing affordability. Its guidance primarily influences housing type (i.e. single family or multi-family), number of units (density), and neighborhood design. While its guidance can create more housing units and a diversity of units, it cannot guarantee that any of these units will be affordable housing units. Further, current tools are insufficient to address community tension related to housing affordability including social discord caused by exclusion, displacement, and broad demographic change, as well as resistance to the introduction of "affordable" housing and/or to housing types that could be more affordable.

MDHA is Nashville's largest developer and administrator of affordable housing. In 2012, MDHA provided housing for 27,426 low income persons (approximately 14,000 through public housing and the rest through vouchers). In addition, a number of smaller, non-profit developers build and manage affordable housing. Nonetheless, the need for affordable housing greatly exceeds available units: Public housing has a 3,000-person, closed waiting list and Section 8 has a 10,000-person, closed waiting list[4].

Nashville recently created the Barnes Affordable Housing Trust Fund, which is intended to be a mechanism to support affordable housing projects in the future. The City of Nashville has pledged $500,000 in general funds for the 2014/2015 fiscal year; given the extent of the need, this contribution is largely symbolic, and as of yet the city has not identified a dedicated funding source for the Barnes Fund.[5]

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4   *MDHA has submitted an application to HUD to convert their stock of public housing to place-based voucher housing under the Rental Assistance Demonstration project (RAD). If approved, this conversion could go into effect within the 2014/2015 fiscal year. RAD essentially transforms public housing from a public asset, which cannot be sold or borrowed against, to privately held land, which can. This conversion provides housing authorities the opportunity to leverage outside funds to improve and/or redevelop the properties with the intention of making them more safe, sound, or cost-effective. While there is no doubt that the current federal funding of public housing is insufficient, there is concern among housing advocates that RAD undercuts long-term affordability, as it only requires converted units to remain affordable for 20 years, at which time they may be sold. Further, affordable units could be lost even sooner if housing authorities borrow against the land and foreclose.*

5   *An initial funding of $3 million dollars was allocated from existing federal grants.*

Need

There is a need for concrete planning tools that would assist in preserving economic diversity in neighborhoods throughout the county. Such tools should aim to minimize displacement of long-term residents and address other negative impacts of increased housing demand in rapidly changing neighborhoods.

These tools should be applicable to the Nashville context and relevant to its local housing market; because the problem itself is multifaceted, planning tools and other promising practices should represent an array of reasonable options rather than a singular approach.

Specifically, these options should include strategies targeting renters as well as home-owners, the needs of individuals and families at a range of incomes, and seniors. As described in "Current Response to the Problem," Nashville's current efforts to provide affordable housing to those earning less than 80 percent of AMI are insufficient. In addition, rising housing costs are causing increased financial pressures for households earning between 80 and 120 percent of AMI (approximately 139,000 Nashville households). Unless they can afford a mortgage and take the tax deduction on interest paid, no subsidies exist to ease burdens for this income group. The private market is not providing new housing that would be affordable to this demographic, causing a gap in the private housing market.

Meanwhile, there is a need for strategies to address the social effects that displacement, exclusion, and demographic changes may have on Nashville neighborhoods. Shifts in the social fabric of a neighborhood may lead to perceived or real exclusion of residents from neighborhood improvements, financial investments, and decision making. Given these risks, it is essential to identify best practices for increasing social inclusion in rapidly changing neighborhoods.

Nashville's need to reconsider and revisit its equitable development practices grows at the same time that the national housing policy conversation becomes more animated and actions on the federal level become more concerted. The U.S. Department of Housing and Urban Development is expected to release new Fair Housing regulations in the fall of 2014. While the exact provisions are unknown at this time, the Atlanta Journal-Constitution reported in June, 2014 that HUD is "expected to require local governments to devise new strategies to give people in poor, racially segregated areas better access to jobs, transportation and, particularly, good schools" (Hart, 2014). The proposed new rule will raise the standard by which grantees' are required to "affirmatively further" the intent of the Fair Housing Act of 1968.

Through the collection, dissemination and analysis of extensive community data – including Opportunity Mapping (see p.17) – HUD seeks to improve the identification of problems and opportunities to advance fair

housing conditions. In addition to providing data, HUD intends to directly assist grantees' efforts to address historic and continuing trends of segregation, concentrated poverty, disparities in access to 'community assets' (e.g., education, transit, employment, environmental health), and disproportionate housing needs. Due to take effect in the fall of 2014, the new HUD rule is evidence of the urgency and relevance of addressing the historic and continuing challenge of equity in housing on a national scale.

RECOMMENDATION:
DEVELOP A COMPREHENSIVE EQUITABLE DEVELOPMENT STRATEGY

Overwhelmingly, Nashville resident feedback aligns with recommendations of practitioners around the country: meeting the goal of affordable living cannot be achieved without a comprehensive plan and the tools necessary for implementation. Given Nashville's current tools, the market will not automatically create housing choice throughout communities, produce or preserve affordable housing, protect vulnerable residents, or create neighborhoods where residents of all incomes can thrive. The redevelopment of the 12South neighborhood serves as a powerful demonstration: between 2000 and 2012, 12South experienced a 269% increase in average housing costs and a 58% decrease in African American population[6]. If Nashville seeks a different outcome in other neighborhoods, the city will need different tools. Cities that have been most successful at meeting the challenge of affordable living utilize a comprehensive equitable development strategy, intentionally redeveloping neighborhoods in ways that seek to improve the quality of life for residents of all incomes. An equitable development strategy includes three components:

1. Adopting an equitable development approach,
2. Monitoring neighborhood demographics and resources to measure outcomes, and
3. Building and utilizing an equitable development toolkit.

1. Adopt an Equitable Development Approach

As an approach to planning, equitable development is rooted in the values of equity and diversity, driven by an understanding of the positive and negative impacts of revitalization, holistic in strategy and design, informed by a racial equity lens, and enacted through strong community partnerships.

Rooted in the values of equity and diversity.

When asked how they generated support for affordable housing initiatives, planning professionals in Austin, Seattle, and Portland responded that investing in affordable housing was simply an expression of their city's values, and that their efforts were fueled by strong community and political support. Nashville is in the midst of comprehensive planning, wherein residents and policy makers are deciding what kind of city they want Nashville to be, how they want the city to look and how they want it to function. Values are inherent in these decisions; cities that have the best track records related to equitable development explicitly value equity and diversity.

Nashville's commitment to equity has largely focused on race, ethnicity and country of origin. For example, a broad coalition successfully defeated an English-only ordinance in 2009, reaffirming the city's commitment to diversity and inclusion. Rising concerns of affordability reflect that many in the community are also thinking about equity in socio-economic terms.

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6   *Data provided by Metropolitan Nashville Planning Department.*

The Mayor's 2013 launch of the Financial Empowerment Center, which provides financial counseling services, reflects an awareness of and concern for resident's economic well-being.

While there are many in Nashville government and population at large that strongly advocate for providing housing choice throughout the city, creating and preserving affordable housing, and protecting vulnerable residents from displacement, many local housing and development experts are not convinced that city government as a whole shares a commitment to these values. In the words of one local expert, "There is a major need for better understanding about affordable housing in general – Metro Council thinks affordable housing is a 4 letter word. You need to invest in your market – all of your market."

WHO LIVES IN AFFORDABLE HOUSING?[7]

Affordable housing targets those earning up to 120% of local Area Median Income. In 2014, for a single person in Nashville/Davidson County this includes:

120% = $53,650	Nurse, IT/Programmer Analyst
80% = $35,850	Teacher, Electrician
50% = $22,400	Laborer, Bank Teller

Addressing the increasing need for affordable housing will require the city of Nashville as a whole to clarify its values and commitment to equity and diversity. The city will need to demonstrate that commitment through targeted strategy, decision-making, and distribution of resources. Affordable living emerged as a top concern among NashvilleNext survey respondents; building community and political support for an equitable development approach will require addressing knowledge gaps around affordable housing in particular.

Balance the positive and negative effects of revitalization through holistic community development.

When successful, public and/or private investment in a neighborhood improves livability and quality of life for both existing and future residents. At the same time, this investment increases demand, raises property values, and

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7   *Salary information gathered from the following websites: http://www.huduser.org/portal/datasets/il/il2014/2014summary.odn; http://www.mnea.com/2013-2014_Teacher_Salary_Schedule.pdf; http://www.state.tn.us/labor-wfd/wages/internet_files/Page0267.htm; http://www.glassdoor.com/Salaries/nashville-teller-salary-SRCH_IL.0,9_IM604_KO10,16.htm; http://www.indeed.com/salary/q-RN-l-Nashville,-TN.html; http://www.glassdoor.com/Salary/IT-ALL-TECHNOLOGIES-Programmer-Analyst-Nashville-Salaries-EJI_IE429683.0,19_KO20,38_IL.39,48_IM604.htm*

thereby heightens the risks of displacement for existing residents while restricting access for future residents of low to moderate incomes. Effectively mitigating these effects requires a holistic approach to community development. Such a holistic approach might include stimulating economic development, increasing access to family-supporting jobs, supporting local businesses, and improving educational access. As Deborah Myerson of the Urban Land Institute reports, "Improved job prospects and better education can create the essential opportunities that allow long-time residents to continue to afford housing in the neighborhood. As better jobs increase incomes, diverse housing choices allow households to move up while still remaining in the community" (2007, p.7).

While Nashville supports aspects of community development through government initiatives and non-profit organizations, these are generally scattershot rather than integrated. Cities applying holistic development techniques include:

- The City of Austin's Neighborhood Housing and Community Development (NHCD) provides a range of services including renter assistance, homebuyer assistance, homeowner assistance, housing development assistance, neighborhood and commercial revitalization, small business assistance, and financial empowerment.
- The City of Seattle's Office of Housing launched Community Cornerstones, a public/private partnership creating equitable development along light rail stations in one of Seattle's most economically and ethnically diverse neighborhoods. Activities include investment in 200 units of affordable housing, stabilization/growth of 15-30 small businesses, and the development of a multi-cultural community center.

> We need more collaboration and more holistic community development. We build houses and we put people there – but people are not growing there. We have to create partnerships with economic development and education to help people and communities grow.
>
> Derrick Jordan, City of Atlanta

Informed by a racial equity lens.

While there are a number of important policies, strategies and tools for assessing racial and other forms of equity, a racial equity lens is something more foundational – a commitment to "paying disciplined attention to race and ethnicity while analyzing problems, looking for solutions, and defining successes" (GrantCraft). Resulting in large part from exclusionary zoning policies, American communities remain deeply segregated by race and class. This geographic separation has created neighborhoods racially stratified by opportunity and access to services, quality education, and transit systems. Unsurprisingly, people living in areas of poor access to opportunity experience disproportionately poor outcomes on any number of measures – including academic achievement, exposure to violence, health, and employment[8]. Cities are increasingly recognizing

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[8]   *For an excellent review, see Reece, J (2013). Place Matters: Using Mapping to Plan for Opportunity, Equity, and Sustainability.*

the need to examine and explicitly address the ways that positive and negative effects of revitalization - historically and at present - have not been equitably shared. Ethnic minority and immigrant groups, particularly those of lower income and less education, disproportionately bear the negative effects (Myerson, 2007). In addition to the intergenerational harms caused by exclusionary policies themselves, too often the failures of officials to acknowledge these harms has created a climate of distrust between government agencies and communities of color that creates a barrier to effective community partnerships. Cities are using a range of strategies to correct both the legacy of structural inequality and to repair relationships, including professional development training for employees, enhanced community engagement, and, in the case of Austin, the development of a [Good Neighbor Policy](#), which requires developers to design and execute a communications plan with the neighborhood where affordable housing may be sited. The objective is a successful development that meets the needs of the community in which it is sited.

> Austin's history of a racial divide goes back to the use of restrictive covenants, and the building of a highway in the 1920s and 30s that further divided the community both racially and economically. The City of Austin continues to make strides in affirmatively furthering fair housing choice…
> we are educating residents and the development community about the importance of affordable housing in every Austin neighborhood.
>
> Marti Bier, City of Austin

Nashville — through robust resident engagement and leadership from community and government organizations — has taken a number of steps toward addressing historic and present day inequities. As summarized in "Partnering for an Equitable and Inclusive Nashville" (Cornfield, 2013), successes include passing a non-discrimination procurement ordinance to increase the city's use of women- and minority- owned businesses; launching El Protector, a community oriented policing program engaging Nashville's Latino communities through public education and dialogue; and passing a non-discrimination ordinance to protect LGBT people from employment discrimination. Initiatives such as the Civil Rights Room of the Nashville Public Library and the WNPT's "Next Door Neighbors" TV series preserve cultural history and promote intercultural understanding, and a number of public and governmental programs (including the Welcoming Tennessee Initiative, Casa Azafran, and the recently launched Mayor's Office of New Americans) have emerged to meet the unique needs of Nashville's immigrant and refugee populations. The report recommends a public-private strategy to insure continued efforts to increase equity and inclusivity in Nashville. This effort could be enhanced by adopting a city-wide racial equity lens, ensuring that

issues of equity and inclusion are not the siloed work of one committee, but are comprehensively integrated throughout local government.

The city of Portland, OR, stands out as having comprehensive, top-to-bottom application of an equity lens, with a particular focus on racial equity. For example, the city has a fully staffed Office of Equity and Human Rights promoting equity and providing technical assistance to all bureaus to reduce disparities. In 2012, Portland adopted "The Portland Plan", a comprehensive plan that includes a strategic and measurable Framework for Equity. The Portland Housing Bureau, in turn, adopted "Guiding Principles of Equity and Social Justice," outlining the Bureau's commitment to equity and racial justice. The Bureau recently launched the N/NE Neighborhood Housing Strategy, a $20 million financing initiative focused in the Interstate Corridor Urban Renewal Area in response to the community's well documented need for affordable housing and other investments. According to Karl Dinkelspiel (Manager, Housing Investment and Portfolio Preservation), "We recognize that policies from the federal to local level point to a long history of institutional racism that constrained opportunities for black communities, and now we see people displaced, churches gone, neighborhoods significantly changed– and we need to make amends. We are starting with the principle of right of return, and hopefully coupling economic development with supporting neighborhood community development corporations (CDCs) and community groups and investing in capacity building of local black-owned businesses."

Enacted through strong community partnerships.

Every planning professional interviewed for this report cited strong community partnerships as essential to their success. In particular, interviewees identified the importance of partnerships with CDC's and non-profits that help the city meet their equitable development goals. MDHA is Nashville's largest developer of affordable housing, and its work is supplemented by CDCs and non-profits. Interviews with local planning and development experts suggest that Nashville has a core of non-profit developers with a positive track record of small-scale, affordable housing development. Investing in capacity building and technical assistance could help these partners scale up development efforts to help more effectively meet Nashville's housing needs.

In addition, the city planners interviewed for this report spoke of the importance of partnerships with strong neighborhood associations. This requires building (or investing in organizations that build) the capacity of neighborhood associations, including helping groups form effective governance structures; educating residents about city planning processes; supporting neighborhoods in tailoring neighborhood plans to meet their unique needs (within the framework provided by Nashville's general plan); requiring developers (be they public, non-profit, or for-profit) to conduct robust community engagement prior to development review; and equipping neighborhoods with authority to support or veto plans that do not align with their neighborhood plans. This aligns with the Metro Planning Department's mission; a central charge of the department is to facilitate

conversation between neighbors and developers proposing development in communities, considering the trade-offs and brokering compromises in an attempt to create development that benefits the entire community [9].

In summary, the four elements of equitable development described above work in concert – cities cannot rise to meet today's challenges without strong community partnerships, effective partnerships cannot form without community trust; trust cannot be restored without acknowledging harms caused by policies of past, policy-makers and planners are not positioned to recognize harms of the past if they don't examine both the positive and negative effects of revitalization; and as a community, we won't attend to negative effects without the foundational values of equity and diversity. When the elements of equitable development are aligned, cities have the needed foundation from which to envision and implement community development where the benefits and burdens of development are equitably distributed, and where ultimately more people have access to opportunities for themselves and their families to thrive.

2. Monitor neighborhood demographics and resources

In order to put an equitable development approach into action, cities are becoming increasingly strategic about the kinds of neighborhood data they gather and monitor, and how they respond to findings. Promising practices include conducting Health and Environmental Impact Assessments as well as Community Impact Reports prior to development. Two key GIS-mapping strategies being used by researchers and planning departments are explored below.

> Not having the right kind of data – we were letting outside market forces direct where development happens. We are trying to turn that around.
>
> Derrick Jordan, City of Atlanta

Mapping Gentrification and Displacement Risk

The purpose of mapping gentrification and displacement risk is to prevent displacement by analyzing the conditions that could lead to, or have resulted in, displacement and tailor interventions to neighborhoods based on these distinct conditions. A number of scholars recommend that cities create data-driven typologies of neighborhoods, though there is variation in what indicators are used to determine the typology. For example:

- The National Housing Institute (Mallach, 2008) offers a 6-category typology of neighborhoods, ranging from those with the weakest demand and lowest home prices to those with the highest demand and prices. Indicators for this market-based typology include:

  - Home supply/demand ratio
  - Median home value

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9   *Planning staff has scaled back involvement in neighborhoods during the NashvilleNext planning process, but remains committed to engaging and empowering neighborhoods.*

o   Income level of homebuyers
o   Ratio of homebuyers to absentee buyers

- Dr. Karen Bates (2013), in her recent Gentrification and Displacement Study for Portland, OR, also produced a six-category typology, ranging from "early/at risk of gentrification" to "late stages of gentrification." Indicators included a composite vulnerability measure, population changes, as well as housing market changes[10]. Indicators included:

    o   Vulnerability score (based on a formula that evaluated the percent of census tract residents that are renters, people of color, over 25 and without a bachelor's degree, and/or living at or below 80% HUD-adjusted median family income).
    o   Percent change in homeowners
    o   Percent change in people over 25 and with a bachelor's degree
    o   Percent change in white residents
    o   Median home value
    o   Percent change in median home value

While the specific indicators vary, scholars agree that typologies should be contextualized to reflect the housing and demographic trends of a given city. Once baseline data are established, they should be monitored for demographic and market changes. While Census data is only available every ten years, a number of real-time data is available (see Appendix E). Most importantly, data should inform the development of strategies that match appropriate interventions to a given neighborhood context (see section 3. Build an Equitable Development Toolkit).

Opportunity Mapping

Whereas mapping gentrification risk hopes to increase opportunities for lower-income residents to remain in their neighborhoods during periods of revitalization, opportunity mapping aims increasing access (through creating affordable housing or enhancing transit) to neighborhoods that are currently inaccessible to lower-income residents. Opportunity mapping analyzes data related to neighborhood conditions to help planners and policymakers empirically identify opportunity-rich neighborhoods, describe who has access to those areas, and develop strategies to equitably distribute access to opportunity for all residents.

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10   *For suggested thresholds see Lisa K. Bates, P. (2013). Gentrification and Displacement Study- implementing an equitable inclusive development strategy in the context of gentrification, pp63- 65.*

The Opportunity Mapping methodology was developed by researchers at the Kirwan Institute for the Study of Race and Ethnicity at Ohio State University, and has since been adopted and utilized by a number of municipalities, non-profits, and, most recently, by the U.S. Department of Housing and Urban Development[11]. Kirwan uses the following indicators of opportunity:

Education	Housing/ Neighborhoods	Transportation & Mobility	Health & Environment
School proficiency

High quality teachers

Student/teacher ratio

Graduation rate | Poverty rate

Vacancy rate

Crime rate

High cost loan rate | Mean commute time

Transit access

Automobile access | Proximity to parks and open space

Distance away from toxic sites

Access to healthy food |

Kirwan uses GIS mapping to provide a relative comparison of opportunity across a geographic area, and then overlays demographic information to understand how different populations are situated relative to accessing opportunity-rich neighborhoods. This data can be used to understand how current policies shape "the opportunity landscape," inform new policy, and set opportunity benchmarks. This data can guide strategic investments to equalize access of opportunity by: locating affordable housing in high-opportunity areas, improving transit access between places of low- and high- opportunity, and targeting holistic development in low-opportunity areas. As with mapping gentrification and displacement risk, opportunity mapping should be repeated on an ongoing basis to evaluate changes in neighborhood conditions and evaluate effectiveness of intervention strategies.

3. Build an Equitable Housing Development Toolkit

Once equipped with neighborhood-level data, planners and policymakers need the regulatory and financing tools to achieve their equitable development goals. Housing is only one part of a holistic community development strategy. Strategies to preserve and create affordable housing must be paired with robust economic development and education strategies. A detailed assessment of all tools in an equitable development toolkit is beyond the scope of this research; the following discussion is restricted to tools that maximize affordable housing and minimize displacement.

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11   *The Kirwan Institute has completed major mapping projects in King County, WA; Detroit, MI, Columbus, OH, Austin TX, among others. For a sample of their mapping projects, visit links at* http://kirwaninstitute.osu.edu/opportunity-communities/mapping/

The current research identified 14 tools municipalities are using to support equitable housing development, each of which is described in detail in the following section, and is relevant to Nashville. While different cities rely on different combinations of tools, an effective toolkit can be a characterized in three ways:

- Includes tools designed to **fund, build, and preserve** affordable housing, and to **retain** residents.
- Includes tools appropriate to **different types of neighborhoods**.
- Includes tools that are appropriate **for different scales of development.**

Tools to fund, build, and preserve affordable housing; and to retain residents.

While many cities utilize some of these tools in a piecemeal approach, the most effective municipalities have the complete set.

Tools that create local dedicated resources to subsidize equitable development

FUND

BUILD

Tools that regulate and incentivize equitable development

Tools that allow residents to stay in place

RETAIN

PRESERVE

Tools that preserve affordable units in perpetuity
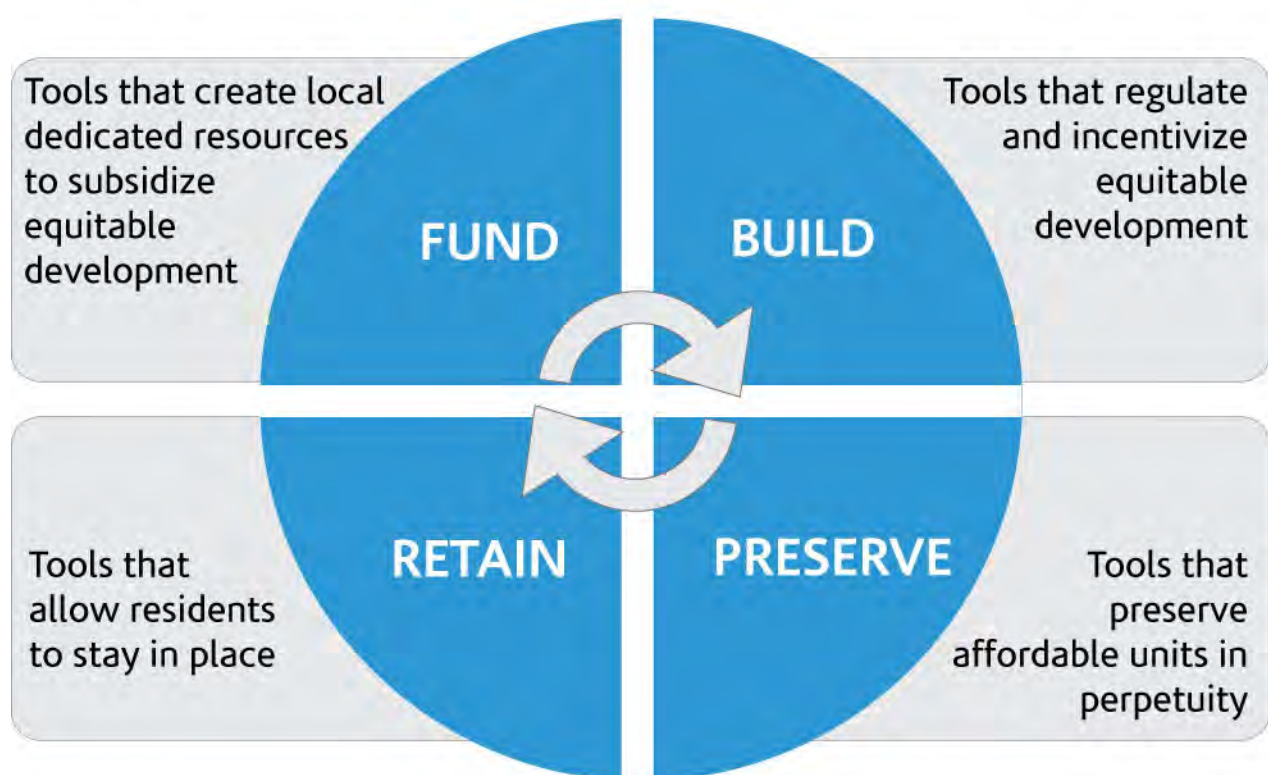
Seattle Example (data from Seattle Housing Levy: 2013 Report of Accomplishments. City of Seattle.)

- **Fund:** Seattle's most recent seven-year, $145 million Affordable Housing property tax levy passed in 2009, which has leveraged additional public and private funds at a ratio of 3:1.
- **Build:** The city uses funds to support the development of affordable rental and homeownership housing opportunities. Development is also driven by incentive zoning and multi-family property tax exemption policies. Since 2010, funds have been used to build or retain 1,643 affordable rental units, support operation of 110 units of supportive housing, subsidize rental for 1,286 households at risk or experiencing homelessness and provide homebuyer assistance to 106 homebuyers.
- **Preserve:** The city partners with community land trusts uses 50-year covenants on all loans to ensure affordable units built today will remain affordable over the long-term.
- **Retain:** The city's weatherization and home repair programs help long-term residents maintain their homes, making it more likely that they can retain their homes.
  - **Result:** Seattle is building more affordable units than losing – something that most cities cannot say in today's market.

Tools appropriate to different types of neighborhoods.

There is no one-size-fits-all approach to building and preserving affordable housing. As data-driven typologies illustrate, two neighborhoods within a few miles (or even blocks) of one another may reflect very different housing, demographic, and market trends, requiring distinct strategies to build and/or preserve affordability. For example:

- In **weak** housing market neighborhoods, the goals may be to stabilize neighborhoods, rehabilitate housing stock, and support low-to moderate-income residents in accessing homeownership.
- In markets that are **dynamic/improving**, neighborhoods may want to prevent displacement through home-repair assistance and tax deferral, and to create new affordable rental and homeownership housing.
- In **strong** housing markets, the priority may be building new affordable housing.

For a matrix of tools and their application in various housing markets, see Appendix C.

Tools that are appropriate for different scales of development.

For development projects that require high investment of public funds – such as the Convention Center, or the future Envision Cayce project – the city should utilize tools to require strong community-wide engagement

Equitable Development

and holistic development (which may include workforce development and targeted hiring). In contrast, projects that require low investment of public funds – such as small infill projects – should have tools to compel neighborhood-level engagement.

The table below lists the tools reviewed in this toolkit, which are discussed in detail in the following section.

Fund it	Build it	Preserve it [12]	Retain residents
Affordable Housing Trust Fund Strategic use of federal funding Tax Increment Financing	Affordable infill policy Inclusionary housing policy [13] Land banking Multifamily property tax exemption	Adopt ordinance to require lasting affordability Retain currently affordable and/or expiring subsidy units Shared Equity Housing	Homeownership Education and Assistance Tax freeze or deferral Home-repair assistance programs Neighborhood capacity building

For ease of use, this table presents the tools as falling into discrete categories. It is important to note, however, *that some tools span multiple categories.* When designed correctly, inclusionary housing and permanently affordable housing models (including shared equity housing and community land trusts) can build affordable units, preserve those units in perpetuity, and retain residents.

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12   *Rent control, a strategy used to preserve affordable rental units, is not included here as Section 66-35-102 of the Tennessee Landlord and Tenant Act preempts local governments from passing their own rent-control ordinances.*

13   *Inclusionary housing policies, as described in the following section, link jurisdictional approvals for construction of market-rate housing to the creation of affordable homes for low- and moderate-income households. There is broad variability in inclusionary policy design, and a corresponding range of names used to describe these programs, though they are most commonly known as "inclusionary zoning." Given that some variations are not technically zoning, the term "inclusionary housing" is broader, and more accurately captures the breadth of program variations.*

RECOMMENDED STARTER TOOLKIT FOR NASHVILLE

The 14 tools reviewed in this report serve distinct purposes based on differing market conditions and housing needs. The following four tools are heighted as a "starter toolkit" given their viability in Nashville's political and economic environment and their ability to be brought to scale in order to greatly increase the availability and long-term preservation of affordable homes. Detailed descriptions of each tool are in the following section.
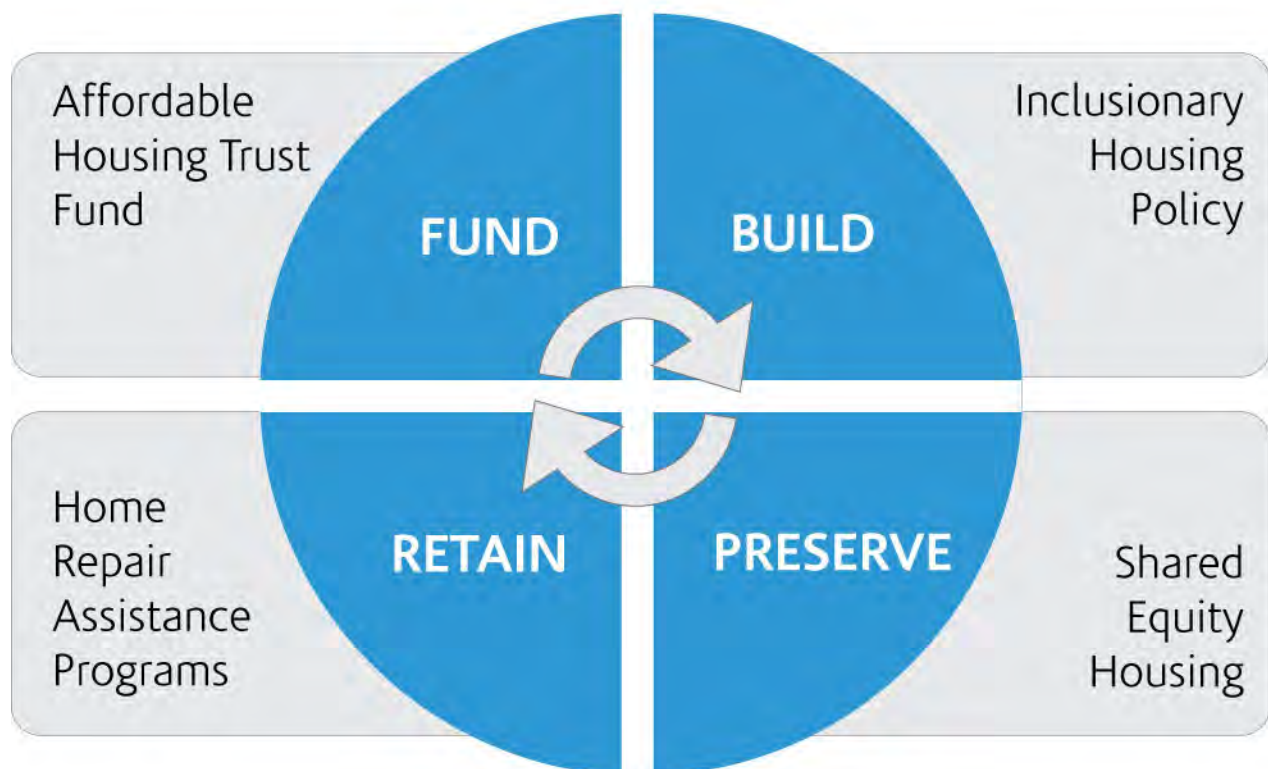
Fund it

Scale up and fund an **Affordable Housing Trust Fund** (such as the Barnes Affordable Housing Fund) through both an initial influx of capital (i.e. from a municipal bond issue or housing levy) and an ongoing dedicated funding source (see p. 26 for details and city examples). The Fund should be targeted to affordable housing while remaining flexible enough to support purchase, construction, rehabilitation, and preservation efforts. Ensure long-term affordability through requirements that units provided through the trust fund be affordable in perpetuity.

Relation to other tools: Fund can be used to *build* and *preserve* affordable units, and to *retain* residents.

Market Applicability: Suitable for *Improving* or *Strong* Markets; can be used to assist homeowners and renters.

First steps:
- Establish a strategy team including staff from the Mayor's Office, the Planning Department, the Finance Department and others to develop a prospectus to fund and administer the Affordable Housing Trust Fund.
- Identify needed expertise and consultants to help guide and/or build prospectus.
- Complete economic feasibility assessment.
- Re-evaluate and re-tool structure of Barnes Fund given scale, scope, and purpose of the Fund.

Build it

Design and implement an **Inclusionary Housing** policy suited to Nashville's development and affordable housing needs (see p. 29 for details and city examples). Inclusionary Housing is the best strategy to ensure affordable units are dispersed throughout the city.

Relation to other tools: Inclusionary Housing policies can be used to build affordable units, and can require those units be preserved through a Shared Equity Housing or a Community Land Trust model.

Market Applicability: Suitable for *Improving* or *Strong* Markets; can be used to assist homeowners and renters.

First steps:
- Build a policy design team including staff from the Mayor's Office, the Planning Department, affordable housing experts and non-profit and private sector housing developers to review specific considerations for regulation and identify specific objectives for Nashville's development and housing needs. The National Community Land Trust Network has developed a comprehensive decision guide to assist in this process.
- Complete economic feasibility assessment.
- Identify needed expertise and contract with consultants (such as National Community Land Trust Network or Cornerstone Partnership) to help design and/or review proposed regulation.

Preserve it

Promote the portfolio growth of existing **shared equity housing** through The Housing Fund, or alternatively, support the establishment of a **Community Land Trust (CLT)** in addition to existing shared-equity housing (see p. 33-34 for details and city examples).

> **Relation to other tools:** Shared Equity Housing and Community Land Trusts may build or buy affordable housing, maintain the long-term preservation of affordable housing units, and help retain residents by providing affordable housing options for residents in changing neighborhoods.
>
> **Market Applicability:** Suitable for *Weak* or *Improving* Markets; can be used to assist homeowners and renters.
>
> **First steps:**
> - Contract with consultants (such as National Community Land Trust Network or Cornerstone Partnership) to model options to scale up existing shared equity housing and/or community land trust models for Nashville.
> - Host a technical assistance workshop for current and interested affordable housing developers to learn more about shared equity housing and community land trust models.

Retain Residents

Expand/enhance existing Home Repair Assistance Programs available to low-income homeowners to prevent displacement due to the inability to make emergency repairs and/or maintain their home.

> **Relation to other tools:** Expansion of programs can be supported by Affordable Housing Trust Fund. In addition to retaining current residents, repairing existing units can help preserve long-term affordability by insuring home will not deteriorate to the point at which future buyers must to demolish and rebuild home.
>
> **Market Applicability:** Suitable for *Weak* or *Improving* Markets; can be used to assist homeowners.
>
> **First steps:**
> - Convene current providers (MDHA, the Greater Nashville Area Agency on Aging, Woodbine Community Organization, and the Tennessee Housing Development Agency) and neighborhood association leaders (targeting those in weak and improving markets) to discuss current age and income restrictions, neighborhood needs, and identify objectives to expand and improve program delivery. While program expansion may subject to availability of increased funds, some program enhancements

(such as improved marketing and/or targeting to areas of high need) may be possible with current resources.

- Develop shared marketing strategy among current provides, in partnership with neighborhood associations.
- As increased funding is available, expand programs to offer range of programs at a variety of income levels, including no-cost assistance for very low-income as well as low-interest loans to low- to moderate incomes.

These four tools work in concert with one another to create a comprehensive affordable housing strategy. Again, housing is only one part of a holistic community development strategy. Strategies to preserve and create affordable housing must be paired with robust economic development and education strategies.

THE EQUITABLE HOUSING DEVELOPMENT TOOLKIT

This section provides detailed descriptions of each tool profiled in the toolkit. As described previously, most are best used in concert with other tools. When applicable, local feedback gathered from interviews, the listening session and/or the town hall meeting is included.

Tools to Fund Affordable Housing

Affordable Housing Trust Fund

Create a dedicated funding source for equitable development. Cities generate revenue for funds through a variety of means, including: housing bonds and levies, developer exactions and housing linkage fees for commercial development, document recording fees, and real estate transfer taxes. The fund is used to leverage additional funds and provide gap financing.

Current status in Nashville: Started the Barnes Housing Trust Fund, without designated funding source.

Best use: Strongest funds in the country have funded through voter approved bonds and/or property tax levies, such as in Austin, TX; Charlotte, NC; Minneapolis, MN; and Seattle, WA. Trust fund dollars should be kept separate from federal affordable housing dollars so the fund can be responsive to local housing needs. Trust fund dollars allow the city to leverage additional public and private financing; Seattle reports leveraging outside dollars at a 3:1 ratio, and Minneapolis reports leveraging at a 10:1 ratio. It is best practice that any dollars used from the fund require or incentivize permanent affordability.

Limitations/Resources Needed: Requires financing strategy as well as community education and political leadership to mobilize broad base of support.

Examples: Austin, TX ($65 million), Charlotte, NC ($86 million), Denver, CO ($15 million targeting Transit-Oriented Development) Minneapolis, MN ($73 million) and Seattle, WA ($145 million).

Local feedback: *The Barnes Fund enjoys enthusiastic local support, but without a sustainable funding source there is little confidence in its ability to meet need. Some are concerned the Fund may not have appropriate infrastructure to scale up.*

Strategic use of federal funding (LIHTC, Multi-Family Tax-Exempt Bond, CDBG and HOME funds)

Finance affordable housing through strategic use of federal funds administered by Tennessee Housing and Development Agency (including Low Income Housing Tax Credit (LIHTC) and Multi-Family Tax-Exempt Bond), and Community Development Block Grant and HOME Investment Partnerships Program funds, administered by MDHA. LIHTC accounts for over half of all multi-family building in the country. Section 42 gives priority to applications that include a Concerted Community Revitalization Plan within a Qualified Census Track, which, if defined well at the state level, could be used to support targeted development in neighborhoods at risk for or experiencing gentrification.

Current status in Nashville: Funding mechanisms used, but could be optimized (see limitations/resources needed).

Best use: Municipalities with Affordable Housing Trust Funds and/or dedicated TIF funds are better positioned to compete for and leverage federal dollars. LIHTC accounts for over half of all multi-family building in the country and Davidson County is guaranteed to get $3.3 million. Because investors receive a dollar-for-dollar credit against their federal tax liability for 10 years, this translates to $33 million investment in the county. For information on how LIHTC can promote permanent affordability, visit this 2013 report.

Limitations/Resources Needed: Federal funding for affordable housing has decreased steadily over the last few decades. Though it appears to have levelled off, it will need to increasingly be paired with other sources of revenue to meet affordable housing needs. In addition, federal funds have rigid requirements, requiring municipalities to rely on local flexible funds to meet some of their community's affordable housing needs. While LIHTC is a powerful tool, the federal government has left defining aspects of the program to the state, particularly regarding what constitutes a Community Revitalization Plan. Municipalities have been underrepresented at state hearings to set those definitions, which have primarily been strongly attended by in-state and out-of-state developers seeking to access these funds. Municipalities are well positioned to help THDA better define the Community Revitalization Plan requirement to insure the funds meet the federal goal of prioritizing funds to low-income areas that have identified the need for affordable housing. Further, municipalities should advocate for the state to require longer affordability terms in qualified allocation plans, in service to long-term affordability needed. A final concern: several Nashville LITHC projects are currently facing the challenge as to whether the LIHTC portion of the investment is part of the taxable value of the project. A determination that the LIHTC contribution is part of the taxable value could significantly undercut the effectiveness of this tool in the future.

Local feedback: *Residents call for more strategic leveraging of Federal dollars to support affordable housing and address the impacts of rising property taxes. Still others say the planning community needs to be more involved in the state process of setting the priorities so the state can better match competitive process with local needs.*

Tax Increment Financing (TIF)

Apply TIF to develop affordable housing. Tax Increment Financing uses projected future gains in taxes to subsidize improvements (which intend to stimulate said gains). The goal of TIF projects is to revitalize neighborhoods and/or economic corridors, increasing land and real-estate value and generating additional tax revenue. Given that TIF can contribute to displacement by raising property taxes, some municipalities designate set-asides requiring a designated percent of TIF dollars be used for affordable housing.

Current status in Nashville: MDHA utilizes TIF funds for development, some of which have supported affordable housing, though there is not a designated allocation to affordable housing.

Best use: Designate a percentage of TIF funds to support affordable housing within a redevelopment district.

Limitations/Resources Needed: TIF funding is variable with market trends. TIF, without affordability measures in place, can exacerbate displacement. Also, there is the risk that the designated TIF area's values will not rise to projected values, resulting in a shortfall for repayment of financing.

Examples: Atlanta (City requires 15% Set-Aside from BeltLine Redevelopment District TIF[14] to build 5600 affordable workforce housing units); Portland, OR (City approved 30% Set Aside for affordable housing. In 2012, $28 million was invested to create 959 affordable rental and homeownership units); San Francisco (designates a minimum 20% Set Aside – between 1990-2008 $507 million has been invested toward affordable housing).

Tools to Build Affordable Housing

Affordable Infill Policy

Incentivize development of affordable rental and homeownership infill units. This is done indirectly through zoning that encourages density, such as allowing Accessory Dwelling Units (ADUs)/Secondary Apartments (which are assumed to be affordable due to the size of units, and assumed to help retain residents in changing markets by reducing housing costs), encouraging mixed-use development, and/or directly through policies that require infill units to be affordable to target AMIs.

Current status in Nashville: Indirect policies are in use that allow ADUs in some zones. No direct policies require the ADUs to be affordable.

Best use: Revitalize/stabilize weak market and/or transitioning neighborhoods through incentivized affordable development of infill. Disperse potentially affordable rentals in changing and/or strong markets by encouraging ADUs/Secondary Apartments.

Limitations/Resources Needed: Zoning changes to further encourage density. Requires partnerships with non-profits, CDCs, and/or socially responsible developers to rehab, develop, and/or manage affordable units.

Examples: Chattanooga, TN (pilot lottery giveaway of nonperforming city owned and back-tax residential properties with $30,000 incentive to create new or rehabbed affordable units); Philadelphia, PA (design challenge producing three affordable infill prototypes designs); and Austin, TX (special use infill options and design tools to permit greater diversity of housing in vacant or underutilized parcels).

Local feedback: *There may be less resistance to infill development in rapidly changing markets if affordability was required. While there are mixed opinions on the desirability of increased density, ADUs might be a way toward density without drastically changing the housing character of a neighborhood.*

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14   *Atlanta uses the language of Tax Allocation Districts (TAD) in place of TIF, though TAD and TIF are used interchangeably.*

Inclusionary Housing Policy

Inclusionary housing is a local land use policy that links jurisdictional approvals for construction of market-rate housing to the creation of affordable homes for low- and moderate-income households. The policy may offer cost-offsets/incentives to developers in return for their contributions to affordable housing (e.g. density or height bonuses, other zoning variations such as alterations to set-back requirements or parking space reductions, expedited permitting, fee waivers, property tax deferrals or reductions). Depending upon the policy's objectives, policies may allow developers to meet requirements by building affordable units on-site, creating units off-site, paying an in-lieu or linkage fee, or dedicating land. Policies will specify the share of units within a development that must meet affordability requirements (typically 10-20% of units of total floor area), the duration that units must remain affordable (typically, 30 to 99+ years), and define the "trigger" that makes the policy go into effect (e.g. developments with 5 or more units). Over 500 inclusionary housing policies exist in 27 states and the District of Columbia, with some operating as mandatory, some voluntary, and many hybrids. The National Community Land Trust Network has developed a comprehensive decision guide to assist in designing specific regulation.

Current status in Nashville: Voluntary program in use, ineffective.

Best use: Most appropriate when market-rate housing is no longer affordable to a major segment of residents and construction is occurring, and/or where major zoning changes or transit investments have created significant new value for developers. If designed correctly, this tool effectively creates affordable housing in higher opportunity neighborhoods, mitigating the concentration of poverty and providing access to asset-rich communities. Policy should produce permanently affordable rental and homeownership units to improve the overall supply of affordable housing. To ensure the success of homeowners and ongoing affordability of homes, adopting or partnering with a shared equity homeownership organization is recommended, such as a community land trust.

Limitations/Resources Needed: Requires policy change. Not appropriate in a weak housing market. If policy is designed to require on-site affordable units, the policy will be less effective in areas of low opportunity/access to services. While policy can be designed to impact developments as small as 5 units, many are designed to only effect mid- to large- scale developments. Depending upon state law, these policies may be unable to mandate the production of affordable rental units (however, adequate incentives may address this issue)[15]. Most programs are not designed to serve households at the lowest income levels or those that need extensive support. Effectively designing policies and the program is complicated; it is recommended that technical assistance from experts is sought to conduct an economic feasibility assessment and to design the policy and program[16]. An economic feasibility assessment will analyze options for balancing developer incentives and affordable unit

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15   *A California court decision ruled against applying inclusionary policies to rentals in states with rent control, such as Tennessee.*

16   *For review of key questions to be addressed in the development of inclusionary zoning policy, see Appendix E.*

production. Preservation strategies must be built in to ensure long-time affordability of portfolio. Adequate in-house capacity and resources to design, implement, and monitor policies and program are vital.

Examples: Montgomery Co., MD (produced 4468 rental and 9561 homeownership units since 1974); Chapel Hill, NC (produced 190 homeownership units since March, 2014); Fairfax Co, VA (produced 2722 units since March, 2014); and Chicago, IL (produced 850 units since March 2014).

Local feedback: *Feedback is largely in support of inclusionary and/or incentive housing, though not exclusively. There are many strong supporters of inclusionary zoning who believe the city and private developers need to do more for low income residents – particularly in neighborhoods that are still transitioning where some units can be set aside in perpetuity (e.g., South Nashville, Woodbine, Antioch). Others are concerned NIMBYism is too pervasive to allow IZ success. Some are skeptical of the tool's effectiveness and/or concerned about the negative consequences of further regulating development. There is consensus that in order to be successful, this approach needs to minimize risk/cost for developers.*

Land Banking

Strategically acquire underutilized land and return it to productive use (as affordable housing or other community benefits, such as parks, urban agriculture, and or childcare facilities). Land Banks may clear titles, waive back taxes, and/or rehabilitate land (either through improvement/renovation or development of new units) before sale. Land Banks may operate as independent organizations working in partnership with the city, or as a municipal project. HB2142 (effective 5/16/14) allows any home rule municipality and any county with a metropolitan form of government to participate in the Tennessee local land bank pilot program.

Current status in Nashville: No formal strategy, though Metro and MDHA own land throughout urban core.

Best use: When the demand is weak and land is relatively inexpensive. Target lower cost land such as foreclosed, vacant or abandoned properties as well as existing public and non-profit owned land. Best used in concert with Affordable Housing Trust Fund – which provides resources to buy land – and Community Land Trust – to preserve long-term affordability of investment.

Limitations/Resources Needed: Requires publicly owned land and/or capital to purchase land. As Land Banks often compete with speculators for acquisition; planning and funding mechanisms are needed to ensure effectiveness. Requires partnerships with non-profits, CDCs, and/or socially responsible developers to rehab, develop, and/or manage affordable units.

Examples: Chattanooga, TN (Using federal NSP funds, the city acquired underperforming land and provided 21 properties plus incentives, up to $30,000 per property, for developers and nonprofits to create quality, affordable housing in the city); Twin Cities (MN) Community Land Bank (since forming in 2009 has acquired and/or financed more than 1,000 single family or multifamily housing units. The land bank has generated over $7.6 million

in savings off listing prices through a special property acquisition program with the National Community Stabilization Trust).

Local feedback: *Some support for this idea, though also some concern regarding the capacity of local nonprofit developers to partner with land bank to scale up affordable housing development.*

Multifamily Property Tax Exemption

This tool increases the portfolio of affordable rental and homeownership units, often in target areas, through providing property tax exemption (for a designated number of years – often 10-12) as an offset/incentive to provide a minimum percentage (often 15%-20%) of affordable units in a multifamily development. Affordability is most often targeted between 60%-90% AMI for rental and 60%-120% AMI for homeownership. In Tennessee there is active conversation among statewide policymakers regarding mandatory use of this tool.

Current status in Nashville: Not in use.
Best use: In weak or improving markets.
Limitations/Resources Needed: Requires partnerships with non-profits, CDCs, and/or socially responsible developers to rehab, develop, and/or manage affordable units. Given income targets, not effective as a tool to reach those below 60% AMI. Given voluntary nature of program, often not effective as a tool to disperse affordable units in very strong markets, as offset/exemption is not significant enough incentive given demand for market-rate or above market-rate units.
Examples: Minneapolis (produced 1182 affordable rental and homeownership units in 2013); Seattle, WA (produced 3134 affordable rental and homeownership units in 2013).

Tools to Preserve Affordable Housing

Adopt ordinance to require lasting affordability

Ensure the long-term public benefit of public investment in affordable housing by adopting a municipal ordinance or policy that requires lasting affordability for all units which utilize affordable housing funds, including HOME, CDBG, LIHTC, a Housing Trust Fund or units produced through inclusionary housing.

Current status in Nashville: Not in use. Nashville follows minimums required by federal funds, which do not ensure long-term affordability.
Best use: This tool makes frugal and effective use of tax payer dollars, ensuring that affordable housing stock is not lost but grows over time.

Limitations/Resources Needed: Some states have "rules against perpetuities;" therefore, legal counsel should be consulted to address state laws. Many states that have rules against perpetuities only require 30 year affordable durations; however, programs are designed so that the affordable housing is preserved permanently. Must provide funding for stewardship and monitoring of affordable units as well as ongoing maintenance to ensure affordable housing stock is well maintained over time. For additional guidance, obtain technical assistance from the National Community Land Trust Network or Cornerstone Partnership (experts in affordable housing preservation, inclusionary housing, and shared equity homeownership models). Due to state rules against perpetuity, legal council should be consulted to design affordability duration.

Examples: Vermont State (perpetual affordability). Portland, OR (60 years), Chicago, Ill (30 years).

Retain currently affordable and/or expiring subsidy units

The buyout, rehabilitation and preservation of affordable multifamily housing, with priority given to expiring place-based Section 8, Federal 202 and Federal 811 contracts. More than 150,000 units of affordable housing have left the assisted housing stock since 1997 because owners opted out of rental-assistance contract. According to the National Housing Preservation Database, contracts for 1,551 units of HUD Place Based Rental Assistance in Nashville will expire between August 1, 2015 and December 31, 2017. Over 1,000 of these units are managed by for-profit owners, making it more likely that the contracts will not be renewed and the units will transition to market-rate.

Current status in Nashville: No formal preservation plan included in 2013-18 Consolidated Plan, or in MDHA's 2014 PHA 5-Year and Annual Plan.

Best use: Retention strategy is best paired with Affordable Housing Land Trust to finance acquisition and Shared Equity Housing to ensure long-term preservation.

Limitations/Resources Needed: Requires capital to purchase properties, particularly given location in transitioning and/or strong markets. Requires partnerships with non-profits, CDCs, and/or socially responsible developers to rehab, develop, and/or manage affordable units.

Examples: Oregon Housing Preservation Project (a partnership of state and local housing agencies, and concerned stakeholders, all working to preserve affordable housing and rent subsidies for over 30,000 low-income Oregonians. Portland, OR completed 11x13 Housing Preservation Campaign, which set and met the goal of preserving 11 buildings at risk of losing affordability by 2013, preserving 700 homes in Portland's most vibrant neighborhoods).

Shared Equity Housing

Shared equity models are vehicles to create permanently affordable housing opportunities that help family after family. Different than down payment assistance programs, shared equity programs serve lower incomes

(national average is approximately 60% of AMI) while also preserving the public's investment in affordable housing. There are three different submodels of shared equity housing: 1) community land trusts, 2) deed-restricted programs designed for lasting affordability (such as many inclusionary housing programs), and 3) shared appreciation loan programs. The former two submodels are resale-restricted models, whereby public funds are used to make a home affordable; in return, the homeowner agrees to restrict the price for which they may resell the home in the future in order to ensure it remains affordable for a household at a targeted income level. In the latter submodel, a second mortgage loan is used to act like a subsidy. Typically, it is 0% interest and due upon sale. The homeowner agrees to share proceeds upon resale with the program so that the program may provide a larger second mortgage loan to the subsequent lower income buyer in order to make home purchase affordable.

Current status in Nashville: Limited use (The Housing Fund has a shared equity homeownership program called *Our House;* however, the program's portfolio is very small).

Best use: Best way to ensure that owner-occupied homes are affordable and remain affordable within neighborhoods. Consequently, it can buffer the adverse impacts of gentrification by ensuring that homes remain permanently affordable. Best used in concert with an inclusionary zoning policy, whereby affordable homeownership units become part of a managed portfolio.

Limitations/Resources Needed: Shared equity programs can be challenging to effectively design and administer. Additionally, these programs require ongoing resident engagement and active monitoring to ensure homeowners are successful and homes remain affordable over resales. Hence, programmatic funds are required. The administrator (typically the city, a nonprofit, or a community land trust) must have capacity and technical expertise. Additionally, there are pros and cons with various shared equity models that should be assessed, particularly with regard to producing both affordable rental and homeownership units. Due to complexities with program design, it is recommended that technical assistance is sought from the National Community Land Trust Network or Cornerstone Partnership.

Examples: [City of Boulder HomeWorks](#) (has provided over 500 permanently affordable homes).

Local feedback: *Some lack of clarity regarding the distinction between shared equity programs and community land trusts. Concept resonates with local experts, but need non-profit or city to take it up. Cautious optimism that it can serve as an innovative and effective tool, particularly over the long term. Some concern that it is a complicated tool, requiring much in the way of explanation to avoid discontent at the time of selling.*

Community Land Trust (CLT)

While Community Land Trusts are a submodel of Shared Equity Housing, they are deserving of additional attention given the flexibility and multi-purpose use of the tool. In addition to providing both homeownership

and rental units, CLTs can be used for environmental conservation, community agriculture, and commercial development. CLTs are community-based organizations, and members include all lease-holders and members of the area defined by the CLT as its "community." As such, CLT regulations require strong community engagement, and CLTs often provide other supports identified as needs within their community (such as homebuyer education, foreclosure counseling, and assistance in rehabilitation and maintenance).

Current status in Nashville: Not in use.

Best use: Best used in concert with inclusionary housing programs, whereby affordable units become part of a CLT. By retaining the land with long-term ground leases, CLTs are more effective than deed-restrictions at ensuring long-term affordability.

Limitations/Resources Needed: Requires financial and community development expertise. Requires building the capacity of existing or new non-profit to build a community land trust.

Examples: [Athens (GA) Land Trust](#) (has provided 164 permanently affordable homes, and has 0% foreclosure rate); [Chapel Hill, NC Community Home Trust](#) (has provided 200 permanently affordable homes).

Local feedback: *Some lack of clarity regarding the distinction between shared equity programs and community land trusts. Cautious optimism that it can serve as an innovative and effective tool, particularly over the long term. Some concern that it is a complicated tool, requiring much in the way of explanation to avoid discontent at the time of selling.*

Tools to Retain Residents

Home Repair Assistance Programs

Provide low-interest loans and/or subsidies to low-income homeowners to prevent displacement due to the inability to make emergency repairs and/or maintain their home.

Current status in Nashville: In use (limited assistance available to age- and income-qualifying households through MDHA, the Greater Nashville Area Agency on Aging, Woodbine Community Organization, and the Tennessee Housing Development Agency). As need exceeds the resources available, resources are restricted to those in greatest need.

Best use: Offer range of programs at a variety of income levels, including no-cost assistance for very low-income as well as low-interest loans to low- to moderate- incomes. Allows low-income residents to maintain

their homes, increase their assets (by increasing the value of their home), and helping to stabilize/improve neighborhood home values.

Limitations/Resources Needed: Requires financial and community development expertise. Requires proper marketing and administration to ensure those in need are aware of and can access program services.

Examples: Seattle, WA (Provides free weatherization services and 0% or 3% interest loans for low-income homeowners. Maximum annual income to qualify is more than double Nashville's limits).

Local feedback: *Unsure if current resources are enough to meet the need, or if residents know about resources that may be able to help.*

Tax Freeze, Credit or Deferral

Protect seniors and those on fixed incomes from being displaced by rapidly rising property taxes. Tax freeze or deferral program provide tax-relief to eligible residents, which is particularly relevant in neighborhoods that have experienced rapid increases in property taxes that threaten a family's ability to retain their home.

Current status in Nashville: In use (limited assistance available to age- and income-qualifying households). Through state and city funds, tax deferral (lien on property) is available to all eligible residents, which include persons 65 or older and/or persons deemed permanently disabled with a gross income of under $25,000 a year. Tax Relief (discount) is available to all eligible residents, which include persons 65 or older and/or persons deemed permanently disabled with a gross income of under $28,270 a year.

Best use: Adjust age and/or income restrictions of current program to allow more residents to qualify. Consider Tax Abatement Districts, which (if approved by the State) enact a tax freeze for a specific geographic area within their jurisdiction and/or for a specific vulnerable class of citizens in perpetuity or phased out over a period of time. Tax Abatement Districts allow homeowners to defer incremental tax increases due to gentrification-driven appreciation until they sell their home.

Examples: There are many variations on tax relief for low-income homeowners; AARP provides a detailed review here.

Limitations/Resources Needed: Pursuit of this tool would require policy and legislative advocacy by local stakeholders.

Local feedback: *Currently not doing enough to meet the need.*

Homeownership Education and Assistance

Assist low-income, first-time home buyers and existing homeowners struggling financially by providing financial literacy, homebuyer education (including information regarding Nashville's affordable home ownership programs

and on-site access to home mortgage officers and community lending home mortgage products), and home preservation/foreclosure counseling.

Current status in Nashville: Resources dispersed across over a dozen agencies. For example, the Nashville Financial Empowerment Center provides one-on-one financial counseling; eleven different organizations provide homebuyer education courses (some, such as Woodbine Community Organization and New Level CDC provide a collection of services including a Financial Fitness course, a 12-session homebuyer education course); THDA provides down payment assistance and mortgages for first-time homebuyers; and three organizations provide HUD approved foreclosure counseling.

Best use: Community-based homeownership center model, which provides a full slate of services at one site for low-income, first-time home buyers and existing homeowners struggling financially to maintain their homes.

Limitations/Resources Needed: Requires adequate staffing, resources, community participation and community trust.

Examples: The Home Ownership Center of Greater Cincinnati (provides financial fitness, home buyer education, and home ownership preservation); MEDA (Affordable Homeownership Center serving Latino residents of San Francisco's Mission District).

Local feedback: *Strong recognition that providing rental units is not enough – homeownership is the number one way to build equity – to transform families' lives.*

Neighborhood Capacity Building

The purpose of most of the tools in the Equitable Housing Development Toolkit is to enable cities to preserve some of the affordability in their current housing stock – and increase affordable units in neighborhoods. But these tools don't insure that communities will thrive. Creating neighborhoods where residents – old and new - want to belong, and feel safe, respected and valued, requires more than a diversity of housing choices. While mixed-income, mixed-use neighborhoods are not new, they have become increasingly rare over the last century. Much of America is very segregated – racially and economically. Changing neighborhood demographics can produce tension between older residents and newer residents about neighborhood norms, expectations and aspirations. Changing commercial activity can also create tension, particularly when developers and higher- end businesses move into a neighborhood and do not seem to be considering the people who have called that area home - sometimes for generations. Neighborhood capacity building can create strong, inclusive neighborhood organizations, promote an ethic and practice of neighborliness, and foster productive intergroup dialogue and action.

Current status in Nashville: Limited use. The City of Nashville offers "MyCity" through the New Americans Initiative, helping immigrants and refugees learn about local government. The Mayor's Office of Neighborhoods acts as a referral service to neighborhood residents and groups. The Neighborhoods Resource Center has

expertise in building capacity and effectiveness in neighborhood groups, and helping facilitate community planning processes.

Best use: Provide education regarding mechanisms of government, mobilize resident participation, and build relationships and understanding across group lines.

Limitations/Resources Needed: Requires staffing, community development expertise, positive community relations and community participation. Difficult to reach populations include those already disenfranchised from and/or distrustful of government, and/or those who have barriers to participation (transportation, childcare, etc.).

Examples:

- Louisville Healing Possible Quorum: a monthly gathering of 100 residents to meet in study circles to examine how historical and present day institutional racism impacts individuals, communities and institutions in Metro Louisville and develop sustainable and actionable policies to reduce structural and institutional racism and to help create a city where all of us have the chance to live a long, healthy life regardless of income, education, or racial/ethnic background.

- Philadelphia Citizens Planning Institute: a six-week course to educate citizens about the role good planning and implementation play in helping to create communities of lasting value, including an introduction on planning issues and principles, land use and zoning, and the development process.

- Neighborhoods Resource Center: a local nonprofit organization committed to working with neighborhoods to facilitate community-driven change. Services include: neighborhood & community organizing, training & leadership development and information services.

Local feedback: *General agreement that Planning should prioritize social inclusion in order to address equity and reduce dichotomous community insider/outsider mentality. Some hesitation to promote "social engineering", but recognition that communities resistant to change might need to adjust to what is best for the city overall. Strong support for community engagement (especially of 'hard to reach' populations), shared vision creation, and strategic partnership building. In some neighborhoods (e.g., District 5) the need for dialogue between old and new residents is especially needed. Developers, too, need to take initiative to talk to neighbors.*

RESEARCH NOTE: TOOLS FOR CITIZENS

The tools described up until now are tools in a city's tool-box, all of which are used in partnership with other public and private partners, and with citizens at large. Residents have additional tools at their disposal to advocate for and support equitable development, including Community Organizing and Community Benefits Agreements (CBAs). Effective use of either tool can assist residents in meaningful engagement with development in their neighborhoods. While it is not the city's role to require community organizing or CBAs, it is important for the city to understand their use and function, which can assist both the city and residents in achieving equitable development goals.

Community Organizing

Community Organizing, broadly defined, is the process and product of people coming together to address issues of shared concern. Residents may organize under the umbrella of a neighborhood association, another organization, or informally among neighbors. Community organizing is a way to bring people together to identify problems, develop solutions, mobilize public support, and campaign for a specific change. It is also a way for residents to build power in numbers to achieve outcomes they could not achieve alone. There is a long history in the U.S. and globally of residents using community organizing to resist displacement and advocate for equitable development. For a recent example from London, see: Staying Put: An Anti-Gentrification Handbook (2014).

Community Benefits Agreements (CBA)

A CBA is a legally enforceable contract signed by community groups and a developer that establishes certain community benefits the developer agrees to include as a part of the development. According to Rosar (2008), "Because development subsidies use taxpayer monies and may have a negative economic impact on taxpayers, taxpayers should understand and be able to utilize tools such as CBAs to contractually guarantee benefits for themselves and their community." The most commonly sought community benefits include prevailing wage/ living wage jobs, first source/local hiring and job training, and affordable housing, though CBAs have included provisions for things like child care facilities, green spaces, and traffic mitigation. In order for a CBA to be enforceable, it must be negotiated prior to a development agreement between the developer and the government.

> *"CBAs are critical in part because the current "back to the city" movement sees many large U.S. cities promoting economic growth targeting middle- and upper-income consumers and residents. Sports stadiums, entertainment arenas, hotels, office parks, "big box" retail outlets, upscale residential projects, and other such developments are occurring regularly in urban areas—including many areas inhabited predominantly by low-income residents and people of color. These projects have the potential to offer significant opportunities for low- and moderate-income neighborhood residents, but, absent intervention, can be devastating to them."*

> -Annie E. Casey Foundation. (2007). Community Benefits Agreements: The power, practice, and promise of a responsible redevelopment tool.

APPENDIX A. METHODS

The findings and recommendations in "Equitable Development" are based on a review of literature, phone interviews with affordable housing/development experts and urban planning professionals, and in-person stakeholder engagement. The literature reviewed consisted of reports and evaluations of policies implemented or proposed in jurisdictions across the country, with particular attention to those from cities and regions comparable to the size, demographics, and/or history or experience of Nashville, TN. The literature was identified through internet search and through recommendations from interviewees as well as other local experts.

Semi-structured phone interviews were conducted with 22 experts from June to July 2014. Interview subjects were identified by Metropolitan Nashville Planning Department personnel and through snowball sampling. Eleven of the individuals interviewed are participants in the NashvilleNext Housing Resource Team - a group of 20 volunteers with local housing and community development expertise. These individuals have been involved in ongoing conversations with the Metropolitan Nashville Planning Department to provide feedback and contribute knowledge to the planning of the city's future. The remaining 11 interviews were with planning professionals with knowledge about national trends and/or the experiences implementing promising affordable housing and equitable development practices in their communities. The table below includes the cities included and their 2013 population estimates.

Interviewed planning professionals in the following cities	2013 population estimate (census)
Davidson, NC	11,750
Franklin, TN	68,886
Athens, GA	119,980
Chattanooga, TN	173,366
Atlanta, GA	447,841
Portland, OR	609,456
Nashville, TN	634,464
Seattle, WA	652,405
Charlotte, NC	792,862
Austin, TX	885,400
Philadelphia, PA	1,553,165

Local knowledge, feedback, concerns and priorities regarding urban change and affordable housing in the Nashville metropolitan region were also collected at two local events facilitated by the Metro Planning Department. On May 27th a small group of active community members participated in a focus group to provide direct input on the problem of gentrification, affordable housing challenges in Nashville, and priorities

and opportunities for facilitating social inclusion. Participants represented a cross section of residents from neighborhoods in various stages of change. More than 300 individuals participated town hall meeting on housing and gentrification held on June 30th. Comments collected from the community conversation were collected and coded by planning staff, and are summarized in Appendix B.

APPENDIX B. A COMMUNITY CONVERSATION SUMMARY

On June 30, 2014, Metropolitan Nashville Planning Department convened a Community Conversation on Affordable Housing and Gentrification attended by more than 300 individuals. Participation was highest from residents living in neighborhoods closest to city center. Planning Department staff and housing expert, Dr. James Fraser, gave brief presentations on the context for the town hall meeting. As the primary purpose was to engage the knowledge and voices of residents, the event centered around small table conversations which were guided by two questions: *What are the positive and negative effects of revitalization?* and, *What strategies or tools can be used to address the negative effects?* Participants were provided background information on promising strategies (as discussed in the body of this report) that have been used across the country and asked to consider the viability of these (or other) tools in Nashville.

Comments from participants spanned a range of topics related to city planning tools and policies; the history and character of Nashville's neighborhoods; and the social, political, and economic challenges facing the city today and in the future. The broad range of the comments indicates a need not only to consider the challenge through multiple lenses, but also to develop a comprehensive strategy to equitable development – one that cuts across sectors (e.g., the arts, transportation, housing, economic development, law enforcement, education). Overall, participants expressed deep concern about displacement of current or longtime residents; the loss of affordable housing for homeowners and renters; social segregation, exclusion, and the loss of diversity writ large but especially racial and socioeconomic; disruptions to community character, cohesion, and networks; reduced access to public services for residents pushed out to the suburbs; and increased cost of living for those who stay.

Participants responded positively to a number of policies intended to ameliorate the negative impacts of revitalization. Tax freezes for low income, elderly, and/or long-time residents garnered the most support (42 comments), followed by inclusionary zoning (20 comments), infill growth (13), housing repair and maintenance support (12), and the housing trust fund (12)[17]. Other strategies seen by attendees as having the potential to foster equitable development included access to low interest loans, shared equity housing, density bonuses, allowing accessory dwellings (and other forms of increased density), and mixed income housing.

To counteract loss of neighborhood identity and social exclusion, participants called for intentional effort on the part of developers and policymakers to preserve the character of neighborhoods, honor their history, and lift up the experiences of their long-time residents. Residents supported a range of approaches including block parties, community education on land use and affordability, strengthening of neighborhood associations, urban design overlays, and enacting community benefit agreements. Without adequate attention to the social changes brought about by revitalization, urban change, participants warn, will spell greater social disparity and cultural conflict.

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[17]   *Data drawn from written comments of participants.*

APPENDIX C. EQUITABLE HOUSING DEVELOPMENT TOOLS-TO-MARKET MATRIX

The following presents the 14 tools included in this toolkit given their utility and application in various markets. Where tools are applicable across markets, bold text indicates the market in which the strategy is considered most effective.

Market Conditions	Fund it	Build it	Preserve it	Retain Residents
Weak Housing Market / Low Displacement Risk	**Affordable Housing Trust Fund**	**Affordable infill policy** **Land banking** Multifamily property tax exemption	Adopt ordinance to require lasting affordability Retain currently affordable and/or expiring subsidy units	Tax freeze or deferral **Home-repair assistance programs** Homeownership Education and Assistance
		Shared Equity Housing		
Improving Housing Market/ Increasing displacement	Strategic use of federal funding Tax Increment Financing	Affordable infill policy Inclusionary housing **Land banking** **Multifamily property tax exemption**	Adopt ordinance to require lasting affordability **Retain currently affordable and/or expiring subsidy units**	**Tax freeze or deferral** Home-repair assistance programs Homeownership Education and Assistance
		Shared Equity Housing		
Strong Housing Market/High levels of displacement and/or exclusion		**Affordable infill policy** **Inclusionary housing**	**Adopt ordinance to require lasting affordability**	Tax freeze or deferral

APPENDIX D. EQUITABLE HOUSING DEVELOPMENT RENTAL/HOMEOWNERSHIP-TO-MARKET MATRIX

	Rental Strategy	Homeownership Strategy
Weak Housing Market / Low Displacement Risk	Retain currently affordable and/or expiring subsidy units	Shared Equity Housing
	Multifamily property tax exemption	Home-repair assistance programs
		Homeownership Education and Assistance
	Affordable infill policy	
	Land banking	
	Neighborhood capacity building	
Improving Housing Market / Increasing displacement	Retain currently affordable and/or expiring subsidy units	Shared Equity Housing
	Multifamily property tax exemption	Tax freeze or deferral
		Home-repair assistance programs
		Homeownership Education and Assistance
	Inclusionary housing	
	Affordable infill policy	
	Land banking	
	Neighborhood capacity building	
	Adopt ordinance to require lasting affordability	
Strong Housing Market / High levels of displacement and/or exclusion	Retain currently affordable and/or expiring subsidy units	Tax freeze or deferral
	Inclusionary housing	
	Affordable infill policy	
	Adopt ordinance to require lasting affordability	

APPENDIX E. AVAILABLE DATA TO MONITOR DEMOGRAPHIC CHANGE

Dr. Karen Bates (2013), in her recent Gentrification and Displacement Study for Portland, OR, used Census and ACS[18] data to conduct "a first pass look at a relatively small set of data to assess housing market and demographic changes to understand if a neighborhood is currently undergoing or is susceptible to gentrification." (2013, p. 26). In her study on Portland, this first pass includes the following indicators:

- Vulnerability score (based on a formula that evaluated the % of census tract residents that are renters, people of color, over 25 and without a bachelor's degree, and/or living at or below 80% HUD-adjusted median family income).
- Percent change in homeowners
- Percent change in people over 25 and with a bachelor's degree
- Percent change in white residents
- Median home value
- Percent change in median home value

For recommendations on how to use data to establish place-based thresholds, see Bates, P. (2013) study in full.

Once typologies have been established, additional data can be used to assess micro- and emerging - changes in markets. Bates gives the following data examples (2013, p 35-36):
- Multifamily rents and vacancies - (geographic submarket, quarterly)
  - Look for increased pressure on the rental market indicated by decreasing vacancies and increasing rents in a neighborhood.
- Homebuyer demographics (Home Mortgage Disclosure Act (HMDA) data available by Census tract, annually)
  - Examine home loan/home purchase data by race to indicate emergent neighborhood racial demographic.
  - Examine loan denial data by race.
- Home sales: County assessor's data on recorded home sales (data by address, updated continuously)
  - Examine changes in rate of sales (percentage of single family homes selling per quarter) or increasing- price per square foot and total sales price compared to previous periods.
- New development and rehabilitation: Nashville Construction and Permits (data by address, ongoing)
  - Examine changes in rate of new construction residential or commercial properties to identify increased investment interest.

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18   *When using American Community Service (ACS) data, which relies on predicted vs. actual data, Dr. Bates recommended adjusting by the margin of error. As an example, she writes, "the 2006-2010 ACS estimate for the percentage of renter-occupied units in Portland was 44.8% +/- 0.6%, resulting in a threshold of 44.2%" (2014, p. 60).*

- Code violations: Metro Nashville Department of Codes and Building Safety enforcement (data by address, ongoing)
  - o Examine changes in frequency of code complaints, which could indicate conflict over property use between newer and older residents.
- Real Estate Panel
  - o A periodic poll/focus group of realtors who can offer a private-sector view on changes in the market. Bates suggests selecting realtors who specialize in "historic 'fixer- upper' homes or other styles identified in neighborhoods of interest, and/or who specialize in… neighborhoods that are 'on the verge.'"

In addition to these suggested data sources, there are a number of emergent data analysis tools which may be of assistance, including the eCon Planning Suite, a collection of online tools developed by HUD's Office of Community Planning and Development (CPD). The CPD Maps website may be of particular interest, in that it is intended to help grantees and the public at-large create market-driven, leveraged housing and community development plans using GIS imaging.

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http://www.austintexas.gov/department/housing

Community Cornerstones
http://www.seattle.gov/housing/Cornerstones/default.htm

Good Neighbor Policy
http://austintexas.gov/sites/default/files/files/Housing/Reports_and_Publications/CAPER/11-12 APPENDIX X - GOOD NEIGHBOR GUIDELINES.pdf

City of Portland Office of Equity and Human Rights
http://www.portlandoregon.gov/oehr/62229

The Portland Plan
http://www.portlandonline.com/portlandplan/index.cfm?c=56527&

City of Portland Guiding Principles of Equity and Social Justice
https://www.portlandoregon.gov/phb/article/432346

N/NE Neighborhood Housing Strategy
https://www.portlandoregon.gov/phb/65193

Kirwan Institute
http://kirwaninstitute.osu.edu/opportunity-communities/mapping/

The National Community Land Trust Network decision guide
http://cltnetwork.org/wp-content/uploads/2014/08/Developing-an-Inclusionary-Housing-Program-Homeownership-8-14-14.pdf

Austin, TX
http://www.austintexas.gov/2013bond

Charlotte, NC
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Minneapolis, MN

http://www.minneapolismn.gov/cped/rfp/AHTF_home

Seattle, WA

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National Community Land Trust Network 2013 report

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Atlanta

http://www.metroplanning.org/news/article/6357

Portland, OR

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San Francisco

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Chattanooga, TN

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Philadelphia, PA

http://infillphiladelphia.org/documents/affordhsg_publication.pdf

Austin, TX

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National Community Land Trust Decision Guide

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Chapel Hill, NC

http://www.townofchapelhill.org/index.aspx?page=1298

Fairfax County, VA

http://www.fairfaxcounty.gov/dpz/projects/reston/reference_documents/fairfax_affordable_housing-white_paper_oca.pdf

Chicago, IL

http://www.cityofchicago.org/city/en/depts/dcd/supp_info/affordable_housingrequirementsordinance.html

Chattanooga, TN

http://www.chattanooga.gov/economic-community-development/community-development

Twin Cities MN Community Land Bank

http://www.tcclandbank.org/landbanking.html

Mineapolis, MN

http://www.minneapolismn.gov/cped/housing/cped_multifamily_home

Seattle, WA

http://www.seattle.gov/housing/incentives/mfte.htm

Vermont State

http://www.vhcb.org/pdfs/hsgpolicy/housing.pdf

Portland, OR

http://www.portlandonline.com/Auditor/Index.cfm?c=28481

Chicago, Ill.

http://www.cityofchicago.org/city/en/depts/dcd/supp_info/affordable_housingrequirementsordinance.html

Oregon Housing Preservation Project

http://www.preserveoregonhousing.org/about.php

Portland, OR.

http://www.preserveoregonhousing.org/11_x_13_Report_Aug.2013.pdf

City of Boulder Home Works

https://bouldercolorado.gov/homeownership/homeownership

Athens (GA) Land Trust

http://www.athenslandtrust.org/

Chapel Hill, NC Community Home Trust

http://communityhometrust.org/about-us/stats/

Seattle, WA

http://www.seattle.gov/housing/Homewise/

AARP Tax Abatement Report

http://assets.aarp.org/rgcenter/econ/2003_04_taxes.pdf

Home Ownership Center of Greater Cincinnati

http://www.hometoday.cc/

MEDA

http://homeownershipsf.org/organization/meda

Louisville Healing Possible Quorum

http://www.louisvilleky.gov/Health/equity/HealingPossibleQuorum/

Philadelphia Citizens Planning Institute

http://citizensplanninginstitute.org/

The Neighborhoods Resource Center

http://www.tnrc.net/