



A RIGHT TO STAY

Dallas
Neighborhood
Anti-Displacement
Toolkit



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**A RIGHT
TO STAY**

ACKNOWLEDGMENTS

A Right to Stay grew out of grassroots neighborhood organizing and anti-displacement advocacy in West Dallas, where Builders of Hope CDC (BOHCDC) was first founded and which we continue to call home. In our efforts to combat gentrification and displacement in West Dallas, we realized that this work was needed on a much larger scale and in other neighborhoods throughout the city.

As we cast an ambitious vision to effect meaningful policy change to protect West Dallas neighborhoods and vulnerable communities across the City of Dallas, we were incredibly fortunate to meet immeasurable support from generous funders, expert policy advisors, project partners, community stakeholders, and allies from across the public, private, and nonprofit sectors.

First and foremost, we want to acknowledge the generosity of our project funders, **JPMorgan Chase Foundation** and **The Dallas Foundation**, without which we would not be in a position to carry out this vitally important work. Special thanks to **Michelle Thomas** and **Drexell Owusu**, who believed in the vision from its very inception.

Our policy advisors, **Heather K. Way** and **Dr. J.H. Cullum Clark**, both recognized as national leaders in housing policy, provided invaluable advice and guidance as we developed and vetted both our citywide mapping methodology and our specific local policy recommendations. Heather Way also spearheaded and co-authored the very first anti-displacement policy toolkit in Texas in 2018, "Uprooted: Residential Displacement in Austin's Gentrifying Neighborhoods and What Can Be Done About It," upon which this work is based and draws from heavily.

Dallas College Labor Market Intelligence Center (LMIC) and **Reinvestment Fund** were our brilliant data partners. The **Dallas College** team was instrumental in collecting immeasurable amounts of neighborhood data that we used to develop our citywide mapping methodology as well as our neighborhood case studies. **Reinvestment Fund** served as a critical thought partner as we refined our mapping methodology and made sure it accurately and authentically reflected the lived experiences of vulnerable Dallas residents and neighborhoods.



Our engagement specialists, **CoSpero Consulting**, created diverse, accessible, and meaningful opportunities for community stakeholders to engage with our work and provide feedback, ensuring that community voices were consistently centered and uplifted throughout this process.

Many thanks to **The Shearer Group** and **Enisha Shropshire** of **Vector Strategies** for providing critical support with project design, communications, and socialization, and for pushing us across that elusive finish line.

Special thanks to our Builders of Hope CDC summer 2023 interns, **Traelon Rogers** and **David Lewis**, who conducted significant research and policy analysis, contributing to our neighborhood case studies and policy recommendations. Thanks also to **Catherine Rosas**, who assisted with historical research and content.

Thanks to our incredible project **Advisory Committee** members who provided invaluable project guidance, oversight, and accountability over the last two years: **Carina Arellano, Priscilla Escobedo, Matt Houston, Jonathan Maples, Mark Melton, Maggie Parker, Don Payton, Diane Ragsdale, Joli Robinson, Giovanni Valderas, and Hosanna Yemiru**. Special recognition goes out to the **Honorable Diane Ragsdale** and **Maggie Parker**, easily the two most dedicated members of the committee who never missed an opportunity to provide feedback or support the project.

We thank the **City of Dallas' Housing & Community Development Department** for their support and collaboration and their stated commitment to prioritizing anti-displacement strategies in their policies and programs.

Finally, we thank our President and CEO, **James A. Armstrong III**, for his visionary leadership and commitment to bringing this project to life, and our Chief of Community Development and Policy, **Stephanie Champion Martinez**, for her dedication and tireless advocacy on behalf of vulnerable Dallas residents and neighborhoods.

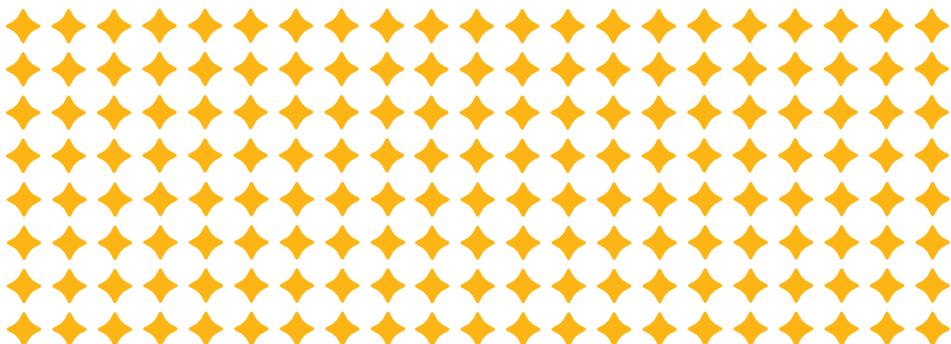
Acknowledgment of Land and People



In addressing and creating solutions for displacement in Dallas, it is crucial that we recognize the origins of displacement on this land: the dispossession and forced removal of Indigenous communities.

The land that is now recognized as Dallas was once a thriving home and key trading point for Indigenous tribes such as the Tawakoni, Wichita, and Kickapoo people. We recognize that this land has long cultivated life and community for these Indigenous tribes, who experienced mass displacement and genocide by white European settlers in the 19th century.

The descendants of these tribes persist in preserving and celebrating their cultural heritage. Indigenous communities in the Dallas area continue to thrive today. We honor their work and resilience and recognize them as friends and neighbors.



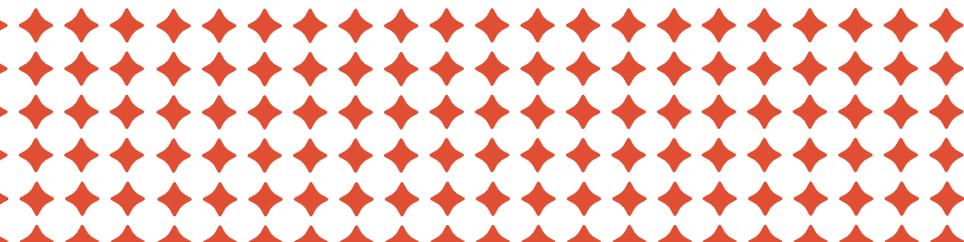
Letter From The President & CEO

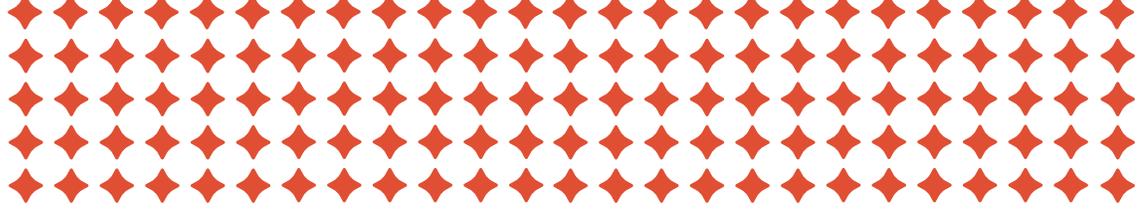
Six years ago, in the face of swift neighborhood change and the ongoing threat of displacement in West Dallas, Builders of Hope CDC started a journey to understand the history of neighborhood displacement in Dallas and to seek out solutions that could be implemented. It was quickly discovered that displacement is much more complicated than shrinking housing affordability and is more deeply rooted than present-day increases in land values. We learned that the fight against displacement must be as diverse as its drivers and must begin with a commitment to prioritize people over progress and growth – and by addressing systemic barriers through corrective policy.

Dallas has a tainted history of neighborhood displacement. Little Egypt. State-Thomas Freedman's Town (also known as Short North Dallas). Little Mexico. These are the names of the first Black and Brown communities in Dallas that are no more. Their existence was created by racially oppressive policies that spurred segregation and were then chipped away by disruptive change.

Families in those communities were displaced and with them their culture, stories, wealth, and social capital. What's left? Highways and historic markers, airports and entertainment districts. High-rise apartments and wealthy communities. In some cases, you can still see remnants of homes that remind us of the right to stay.

These historical realities are the backdrop of current-day shrinking affordability – a main driver of displacement. West Dallas, East Oak Cliff, Elm Thicket/North Park, Vickery Meadow, Tenth Street, Hamilton Park, and South Dallas are all communities currently experiencing various levels of gentrification, or neighborhood change, which has led to displacement of families.





Our studies found that over the past 10 years, affordability for Dallas homeowners has shrunk from 44% of housing stock in 2012 to 12% in 2022. In the same timeframe, affordability for renters decreased from 50% of rental units to 30%.

By 2032, the typical Dallas renter will only be able to afford 21% of rental units, while Dallas homebuyers earning the median income will only be able to afford less than 2% of homes on the market.

These findings create an urgency to act, and the following Toolkit is a foundational guide. As affordability becomes increasingly out of reach, vulnerable households in Dallas feel the pressure. Displacement is a progressing problem, and time is of the essence if we want to ensure our workforce have the dignity to live where they work and that neighborhoods are preserved.

Author Peter Moskowitz gives my favorite summary of the danger of inaction in the face of displacement in his book, *How to Kill a City. Gentrification, Inequality, and the Fight for the Neighborhood*: “Gentrification brings money, new people, and renovated real estate to cities, but it also kills them. It takes away the affordability and diversity that are required for unique and challenging culture. It sanitizes.”

We hope the following Toolkit spurs thoughtful conversation and active participation and investment towards efforts to preserve the rich diversity and history of our city and restore the right to stay for all residents.

With Love for The People,

James A. Armstrong III

EXECUTIVE SUMMARY

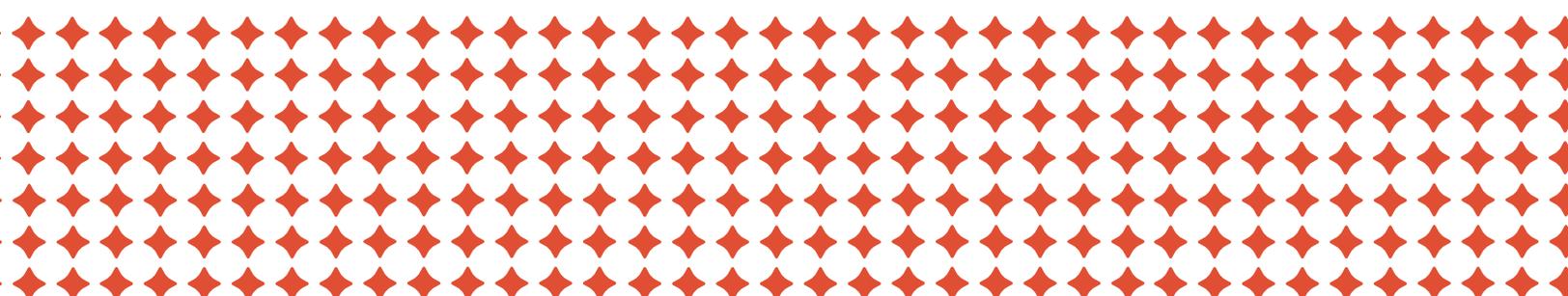


Gentrification is a powerful force that is rapidly transforming urban neighborhoods in Dallas and in cities across the country, threatening to displace vulnerable residents and fundamentally altering the cultural character of our communities.

Communities of color in Dallas have been sounding the alarm of gentrification and displacement for years, but their cries have often fallen on deaf ears – with policymakers continuously prioritizing the creation of wealth and the growth of the city’s tax base over the preservation of neighborhoods and the cultivation of community.

This prioritization of economic growth over community preservation has taken many forms in Dallas – from the intentional dismantling and erasure of historic Black and Brown neighborhoods like State Thomas and Little Mexico to more discreet threats like the decision to fund “catalytic” real estate or public infrastructure projects in historically marginalized communities without appropriate consideration given to the vulnerability of existing residents, often resulting in the forced displacement of low-income households and communities of color.

We say no more, and we call upon the City of Dallas to take collective action now to protect our most vulnerable residents and communities.





***A Right to Stay* is designed to help Dallas residents and policymakers better understand what gentrification is and where it's taking place in the city and to offer concrete examples of proven policy and programmatic solutions to mitigate residential displacement in gentrifying Dallas neighborhoods.**

Part I: Defining Gentrification and Displacement

While gentrification is often referred to as a natural, even inevitable, process of neighborhood change driven by individual choice and consumer-based supply and demand, those who study this process closely understand that there is much more at play. Author Peter Moskowitz describes gentrification as “not just a trend” but “a purposeful act” spurred by a combination of political and economic forces that fundamentally “favor the creation of wealth over the creation of community.” These forces set the stage for the very specific process of neighborhood change that we recognize as gentrification.

Gentrification is a process of neighborhood change in which:

- ◆ New investment floods a historically marginalized neighborhood;
- ◆ Property values rise, increasing housing costs and reducing the supply of affordable units;
- ◆ The neighborhood is physically transformed through the influx of new, higher-end construction;
- ◆ Neighborhood demographics shift as new, higher-income residents move into an area previously seen as “undesirable”;
- ◆ Existing low-income residents, often Black or Latino, are directly or indirectly displaced; and
- ◆ The cultural character of the neighborhood is fundamentally altered.

Gentrification results in various types of displacement.

- ◆ **Direct displacement** is forced or involuntary household movement from one’s place of residence. This occurs when residents can no longer afford to remain in their homes due to rising housing costs.
- ◆ **Indirect or exclusionary displacement** refers to changes in demographics with regards to who can afford to move into a neighborhood as lower-income residents move out.
- ◆ **Cultural displacement** is the practice of making communities feel unwelcome and alienated in their own neighborhoods.

Part II: Mapping Gentrifying Neighborhoods in Dallas

Our study tracks neighborhood change in Dallas over a ten-year timeframe from 2011 to 2021, classifying every neighborhood as either gentrifying or not, and then assigning gentrifying neighborhoods to one of six categories of gentrification and displacement risk. Our approach adapts and builds on the gentrification mapping methodology originally developed by Professor Lisa Bates at Portland State University in 2013 and since replicated in many cities across the country, including in Austin, Texas, by the University of Texas' Uprooted Project in 2018.

This methodology utilizes a three-part gentrification analysis that examines:

1. Where vulnerable populations live;
2. Which neighborhoods have experienced demographic change; and
3. Strength and change in neighborhood housing markets.

Our findings show that displacement pressures are widespread throughout Dallas, with over 40% of neighborhoods either susceptible to or currently experiencing some stage of gentrification ranging from early to middle to late. One in five Dallas neighborhoods are in the early stages of gentrification. These neighborhoods are primarily, though not exclusively, located in the southern sector of the city, where home sale prices have increased rapidly since the pandemic. One in ten Dallas neighborhoods are in the dynamic or late stages of gentrification. Fourteen neighborhoods are classified as continued or historic loss neighborhoods; they include Elm Thicket/Northpark, the Cedars, and Kidd Springs.

While our study finds that neighborhood displacement pressures in Dallas are varied and widespread, there are also key indicators that illustrate where these pressures may accelerate faster than others including proximity to the urban core and the location and presence of targeted public investments and place-based economic incentives.

Our analysis ultimately reveals that social vulnerability, market forces, and public policy all play a role in creating or exacerbating displacement pressures in Dallas neighborhoods. Understanding how these factors interact in the context of gentrification allows us to better address the needs of vulnerable residents and intervene early to mitigate displacement and preserve our treasured neighborhoods and communities.

Part III: Neighborhood Case Studies

Our neighborhood case studies tell the stories of three distinct Dallas neighborhoods facing unique and significant displacement pressures. These neighborhoods are: West Dallas, South Dallas, and Vickery Meadow. These three neighborhoods were selected by our Project Team and Advisory Committee through a multistep, collaborative process, with community feedback collected at our citywide case study selection workshop in May 2023. Our goal in selecting these three focus areas was to make sure we captured the diversity of Dallas' vulnerable neighborhoods from a socioeconomic, housing market, and geographic perspective.

Our case studies tell the history of each neighborhood and examine the specific conditions that make each one particularly susceptible to gentrification and displacement. In doing so, we hope to help residents, policymakers, and advocates match specific policies and strategies to the demonstrated needs of each neighborhood.

In West Dallas, where there are relatively high rates of homeownership amongst vulnerable residents, securing homesteads, protecting heirs' property, and ensuring the succession of generational wealth is crucial to neighborhood stabilization.

For West Dallas and neighborhoods with similar profiles, we recommend the following anti-displacement strategies:

1. Displacement Mitigation Zoning Overlay
2. Homestead Preservation Centers and Exemption Enrollment Programs
3. Property Tax Relief Funds
4. Targeted Home Repair Programs





In South Dallas, where the majority of residents are renters occupying single-family detached units and where there are ample opportunities for new construction of single-family homes, non-traditional homeownership models that promote long-term, deed-restricted affordability and increased access to homeownership for long-time renters are instrumental to affording legacy residents the right to stay.

For South Dallas and neighborhoods with similar profiles, we recommend the following anti-displacement strategies:

- ◆ Public Land for Affordable Housing Policy
- ◆ Shared Equity Housing Models
- ◆ Anti-Displacement Homebuyer Assistance Programs
- ◆ Neighborhood Stabilization Voucher Program

In Vickery Meadow, where there is an extremely vulnerable migrant population mostly living in low-rent multifamily apartment complexes, policies and programs that support the rehabilitation and preservation of naturally occurring affordable housing units are of utmost importance.

For Vickery Meadow and neighborhoods with similar profiles, we recommend the following anti-displacement strategies:

- ◆ Enhanced Legal Protections for Tenants
- ◆ Affordable Housing Preservation Network
- ◆ Right-Priced Affordable Housing Policy
- ◆ Funding for Tenant and Community Organizing



Part IV: Policy Review and Recommendations

Our policy recommendations offer specific policies and strategies for mitigating the displacement of vulnerable residents in gentrifying neighborhoods, guided by the following vision statement and organized around three overarching goals.

VISION STATEMENT

A Right to Stay aims to create lasting and impactful policy change within the City of Dallas, ensuring that:

- ◆ Vulnerable residents in historically marginalized communities have the right to stay and the opportunity to return to their neighborhoods in the face of rapid development and rising housing costs;
- ◆ Over time, opportunities remain for new low-income residents to move into the community; and
- ◆ All residents, but especially those most vulnerable to displacement, have a meaningful role in shaping the future of their neighborhoods.

POLICY GOALS

- 1 Protecting vulnerable residents from direct displacement
- 2 Preserving and constructing affordable housing that is appropriately targeted to existing and future vulnerable residents
- 3 Building and resourcing community power to promote neighborhood self-determination and community stewardship of land and business development



GOAL 1

Goal 1 includes specific recommendations for protecting vulnerable renters, such as emergency rental and relocation assistance programs and Community Preference Policies, as well as specific recommendations for homeowners including property tax relief funds and targeted home repair programs.

GOAL 2

Goal 2 includes recommendations both for preserving existing affordable housing units, such as the creation of an affordable housing preservation network, and for creating new units through the adoption of a Public Land For Affordable Housing Policy. It also emphasizes the need to ensure that affordable housing programs appropriately target and serve our most vulnerable residents.

GOAL 3

Goal 3 focuses on building community power and creating opportunities for community control of real estate development through capacity-building initiatives, inclusivity and equity in city planning and development decisions, and shared-equity ownership models.





INTRODUCTION

A Call To Action

The urgency of Dallas's displacement crisis cannot be overstated, as it threatens our community's most culturally and historically rich neighborhoods and the well-being of our most vulnerable residents.

Housing costs across the city have skyrocketed over the last decade, placing a heavy burden on Dallas households – especially on those of working-class families and low-to-moderate incomes. These families must then make the difficult choice of staying in place and attempting to absorb the rising costs or relocating and seeking accommodations elsewhere.

While this phenomenon is harmful to working-class households throughout the city, it places an especially high burden on vulnerable residents in areas of historic disinvestment who are already feeling the pressures of gentrification – the process by which new investments and developments precipitate the influx of higher-income households, resulting in rising housing costs, the displacement of lower-income residents, and forever shifting the essential character of the neighborhood.

Communities of color in Dallas have been sounding the alarm of gentrification and

displacement for years, but their cries have often fallen on deaf ears – with policymakers continuously prioritizing the creation of wealth and the growth of the city's tax base over the preservation of neighborhoods and the cultivation of community.

This prioritization of economic growth over community preservation can take various forms. It can look like the intentional dismantling and erasure of historic Black and Brown neighborhoods through explicitly racist public policy decisions such as was the case for State Thomas and Little Mexico – once vibrant, thriving, and self-sustaining centers of Black and Mexican communities in Dallas, now nothing more than a collection of memories and a few remaining landmarks. It can also look like something far more discreet but just as harmful such as the decision to fund new infrastructure projects connecting previously disinvested communities to the urban core such as the Margaret Hunt Hill Bridge or the Bishop Arts Streetcar.

Whatever it looks like, it results in the forced displacement of communities of color and the irrevocable loss of treasured cultural enclaves and pieces of the very soul of our city.

We've seen it happen before, and it is happening again now before our very eyes.

We say no more. We have lost enough, and we stand to lose much more if we fail to take collective action now.

So that is what this Toolkit is – A Call to Action. To anyone who cares about preserving our city's history, diversity, and culture. To anyone who has ever felt a sense of loss when returning to an old neighborhood. To anyone who values living in true community with others. But most importantly, to anyone who is in a position to do something about it. We challenge you to do so.

This Toolkit offers concrete examples of proven policy and programmatic solutions to mitigate the displacement of vulnerable residents in our most at-risk neighborhoods.

A Right to Stay is designed to help Dallas residents and policymakers better understand what gentrification is and where it's taking place, as well as to highlight specific strategies for mitigating displacement and uplifting the grassroots resistance efforts of impacted Dallas neighborhoods and communities.

Toolkit Overview

Part I defines gentrification and displacement and recounts the social and political context of the problem.

Part II lays out our methodology for identifying, categorizing, and mapping Dallas neighborhoods at varying stages of neighborhood change and then presents our findings.

Part III tells the story of three separate and distinct Dallas neighborhoods currently facing significant displacement pressures.

Part IV offers specific policies and strategies for mitigating the displacement of vulnerable residents in gentrifying neighborhoods, guided by the following vision statement and organized around three overarching goals.



VISION STATEMENT

A *Right to Stay* aims to create lasting and impactful policy change within the City of Dallas, ensuring that:

- ◆ Vulnerable residents in historically marginalized communities have the right to stay and the opportunity to return to their neighborhoods in the face of rapid development and rising housing costs;
- ◆ Over time, opportunities remain for new low-income residents to move into the community; and
- ◆ All residents, but especially those most vulnerable to displacement, have a meaningful role in shaping the future of their neighborhoods.

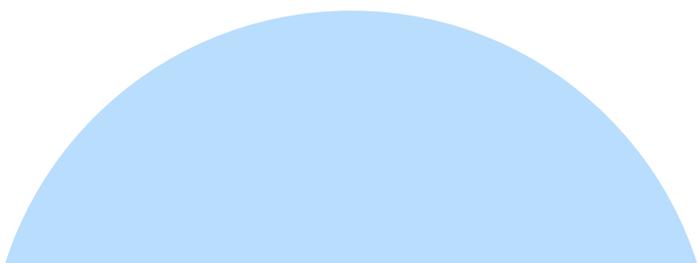
POLICY GOALS

- 1 Protecting vulnerable residents from direct displacement
- 2 Preserving and constructing affordable housing that is appropriately targeted to existing and future vulnerable residents
- 3 Building and resourcing community power to promote neighborhood self-determination and community stewardship of land and business development

Implementation Statement

This Toolkit offers dozens of recommended policies, strategies, and solutions for meaningfully mitigating residential displacement in Dallas neighborhoods experiencing gentrification. Adoption and implementation of these recommendations is critical to success and cannot be accomplished by a single entity. Cross-sector collaboration is needed from local government departments, private firms and developers, financial institutions, philanthropic foundations, nonprofit organizations, and grassroots community groups. Additionally, all implementation efforts should include robust and meaningful community engagement and opportunities for resident participation at every stage to ensure that community voices are centered and that selected strategies appropriately respond to community-identified needs.

While this Toolkit primarily focuses on housing policy, we also recognize that addressing residential displacement is a complex issue that cannot be achieved from a housing perspective alone; it must be tackled through myriad solutions and diverse stakeholders. Displacement pressures are impacted and exacerbated by public health, economic, education, and transportation issues, and we call on players in those fields to be active participants in this work alongside housing professionals and to create displacement mitigation plans of their own.



PART ONE

Defining Gentrification & Displacement

Background

The word “gentrification” was first coined by British sociologist Ruth Glass in the 1960s to describe the displacement of low-income families in London when more affluent residents began moving into their established, working-class neighborhoods and changing the social fabric of the districts.¹

This phenomenon has since become prevalent in American cities, often unfolding along racial lines, where higher-income, predominantly white newcomers replace lower-income residents of color in central city neighborhoods, radically shifting the racial and socioeconomic make-up of the area and fundamentally altering the essential character of the community.

While gentrification has often been considered a natural, even inevitable, process of neighborhood change driven by individual choice and preferences and consumer-based supply and demand, those who closely study this process understand that there is much more at play.

Peter Moskowitz describes gentrification as “not just a trend” but “a purposeful act” spurred by a combination of political and economic forces that “favor the creation of wealth over the creation of community.”²

With limited federal funding at their disposal, cities must rely heavily on their local tax base to fund basic services – incentivizing them to favor policies that attract and cater to more affluent households and disregard the needs of the most vulnerable.

Local municipal decision-making intended to spur “economic development” or “neighborhood revitalization” often serves as the very catalyst for gentrification and displacement in neighborhoods of historic disinvestment, which are most often neighborhoods of color.

Cities set the stage for gentrification through planning and land use decisions, targeted investments in infrastructure ranging from high-dollar vanity projects to small-scale streetscape improvements, and place-based economic incentives such as tax increment financing districts.

Peter Moskowitz describes gentrification as “not just a trend” but “a purposeful act”

These public decisions impact private actions by signaling to the real estate development community where land values are expected to rise, often triggering a flurry of speculative land acquisitions as developers attempt to capitalize on previously undercapitalized areas.

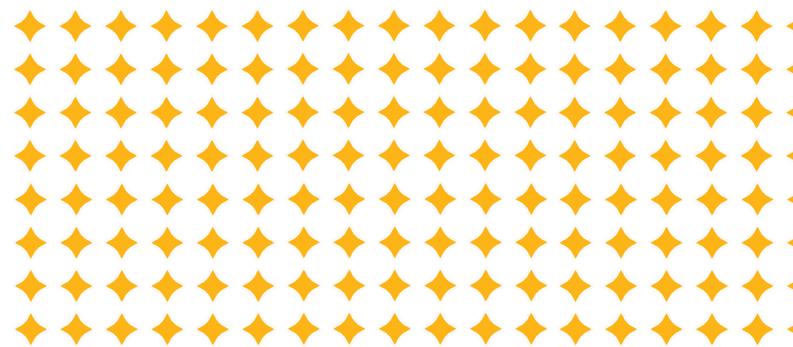
It is important to note that gentrification cannot happen without the historic context of exclusion, discrimination, and disinvestment that have plagued Black and Brown communities in Dallas and in cities across the country.

Decades of racially discriminatory housing, lending, and land use policies including racial segregation and restrictive covenants, exclusionary zoning, and redlining practices have left many Black and Brown communities with depressed housing values and limited economic buying power, making them especially vulnerable to gentrification and displacement. These areas are then specifically targeted for redevelopment activity precisely because of this discriminatory history and the neighborhood conditions it has created.

Acknowledging the structural racism and explicitly discriminatory policies that have created and continue to perpetuate racial disparities in Dallas neighborhoods is critical in crafting meaningful and impactful policy solutions to protect and uplift our most vulnerable residents and neighborhoods. At the same time, it is important to understand that gentrification is more than just an abstract concept; it is a lived experience that impacts us

all – but it is most harmful to our most vulnerable neighbors and communities. It is harmful in the way it increases housing costs and threatens to price low-income families out of their homes. It is harmful in the way it reduces the overall supply of affordable housing within a neighborhood, restricting the ability of new low-income families to move in. It is harmful in the way it disrupts social support networks and deprives families and communities of deep-rooted social capital, impacting their quality of life and ability to thrive in their own neighborhoods. And it is harmful in the way it threatens our most treasured cultural enclaves and neighborhoods, chipping away at the very soul of our city and erasing pieces of our shared history.

But there is another way. **Development without displacement is possible – when it is equitable, inclusive, and non-disruptive;** when it responds to residents' needs as opposed to investors' desires; and when it prioritizes the cultivation of community over the creation of profit.



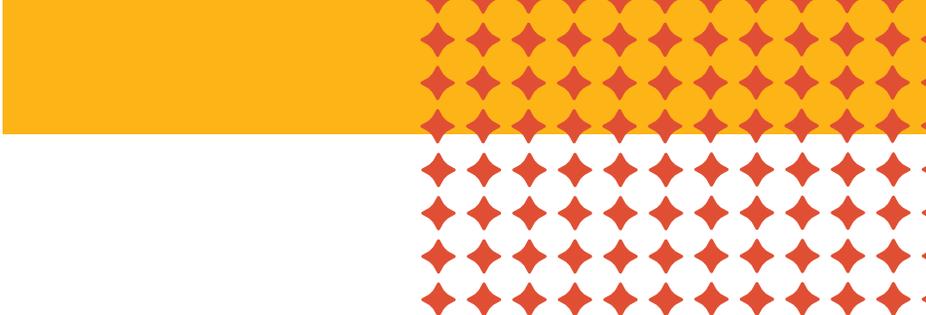
Definitions

Gentrification

Gentrification is a process of neighborhood change in which:

- ◆ New investment floods a historically marginalized neighborhood;
- ◆ Property values rise, increasing housing costs and reducing the supply of affordable units;
- ◆ The neighborhood is physically transformed through the influx of new, higher-end construction;
- ◆ Neighborhood demographics shift as new, higher-income residents move into an area previously seen as “undesirable”;
- ◆ Existing low-income residents, often Black or Latino, are directly or indirectly displaced; and
- ◆ The cultural character of the neighborhood is fundamentally altered.





Displacement

Gentrification results in various types of displacement.

- ◆ **Direct displacement** is forced or involuntary household movement from one's place of residence. It is distinct from residential choice/mobility, which involves voluntary household movement. Direct displacement occurs when residents can no longer afford to remain in their homes due to rising housing costs.

For homeowners, this can look like rapidly rising property valuations that increase a household's tax burden. For renters, this can look like unsustainable rent hikes or evictions and lease non-renewals, or even constructive evictions as landlords refuse to make needed repairs as they await future redevelopment opportunities.

- ◆ **Indirect or exclusionary displacement** refers to changes in demographics with regards to who can afford to move into a neighborhood as lower-income residents move out.

As housing costs rise, causing homes and rental units to be vacated by lower-income residents, other low-income residents cannot afford to move in. This can also look like the physical displacement of previously affordable housing units with new, higher-end construction.

- ◆ **Cultural displacement** is the practice of making communities feel unwelcome and alienated in their own neighborhoods. This occurs as demographics shift, the scale of neighborhood change advances, and shops and services begin to cater to new residents.

This includes commercial displacement such as the loss of cultural institutions and resident-owned businesses. It also includes the loss of social capital experienced by residents as members of their social support networks are displaced.





PART TWO

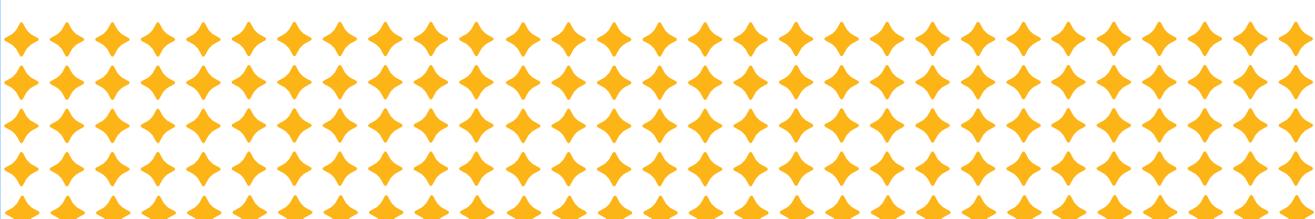
Mapping Gentrifying Neighborhoods In Dallas

To better understand how and where gentrification is taking place across the city, we set out to map Dallas neighborhoods³ at varying stages of neighborhood change, with the goal of classifying every neighborhood as either gentrifying or not and then characterizing gentrifying neighborhoods based on stages of gentrification and level of displacement risk. Our study tracks neighborhood change in Dallas over a 10-year timeframe from 2011–2021.⁴

Our approach adapts and builds on the gentrification mapping methodology originally developed by Professor Lisa Bates at Portland State University in 2013⁵ and since replicated in many cities across the country, including in Austin, Texas, by the University of Texas' Uprooted Project in 2018.⁶

This methodology utilizes a three-part gentrification analysis that examines:

- 1 Vulnerability**
Where vulnerable populations live
- 2 Demographic Change**
Which neighborhoods have experienced demographic change
- 3 Housing Market Change**
Strength and growth of neighborhood housing markets



Vulnerable Populations

The first part of our analysis looks at which neighborhoods in Dallas have high concentrations of residents who are vulnerable to displacement in the face of rising housing costs. Following the Austin study, we utilized a set of five key indicators to identify groups of residents who, according to social science research, are least able to absorb rising housing costs and who have limited options following displacement. These groups are: low-income households, people of color, heads of households without a bachelor's degree or higher, renters, and families with children living in poverty.⁷

These indicators were measured in the following way:⁸

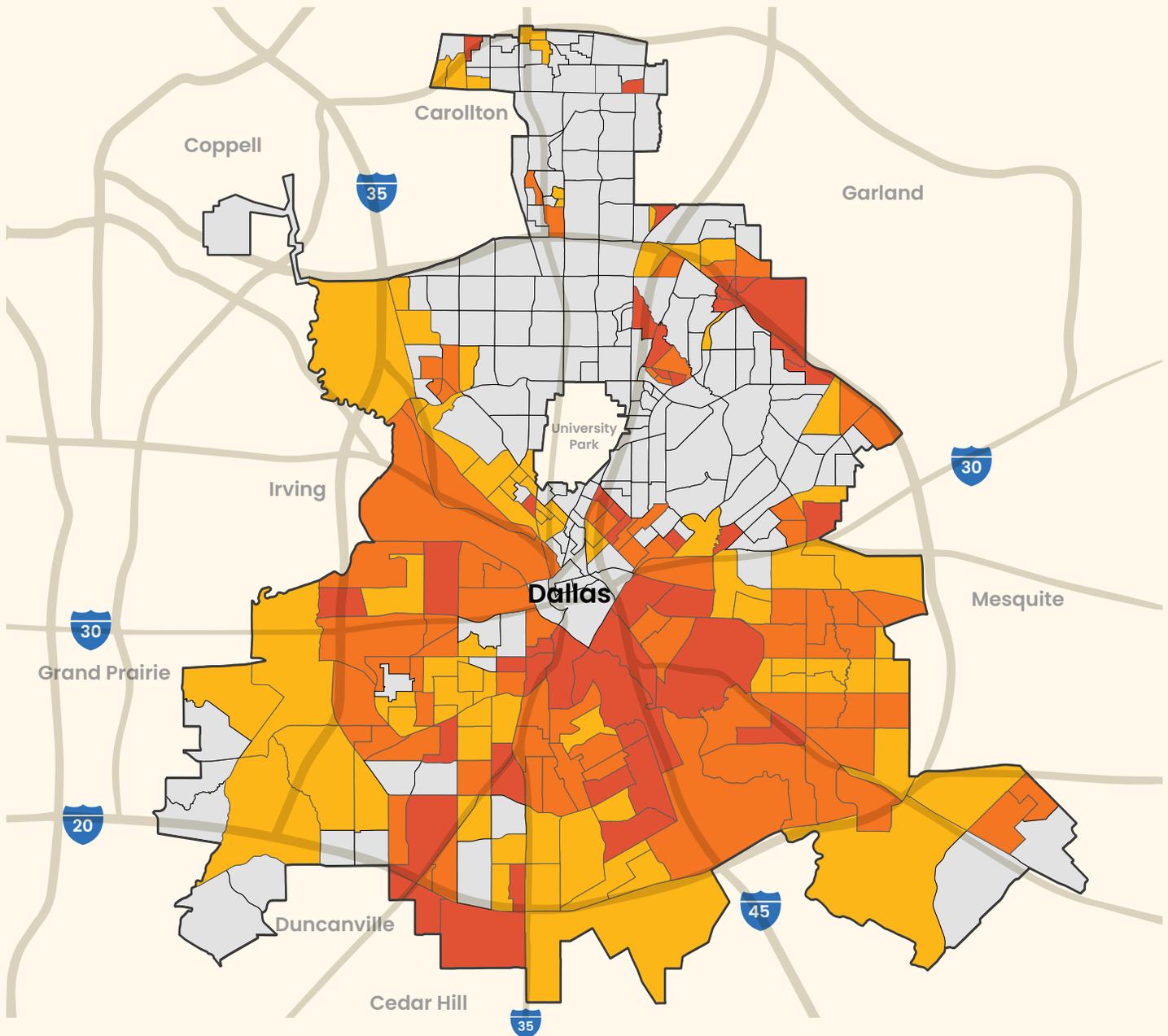
- ◆ *Percentage of households under 80% of Area Median Income (AMI)*
- ◆ *Percentage of the population that is not non-Hispanic white*
- ◆ *Percentage of households headed by someone without a bachelor's degree or higher*
- ◆ *Percentage of households that are renting*
- ◆ *Percentage of families with children in poverty*

Per our methodology, a neighborhood is considered vulnerable to residential displacement if it scores highly across the five demographic indicators. Each neighborhood was compared to all other neighborhoods by calculating a z-score for each variable. A z-score measures a data point's relative position in a distribution. A tract was considered vulnerable to displacement if at least three of the five variables had a z-score above 0.5. The average of all five z-scores was also used to illustrate relative vulnerability in the Vulnerability Map.

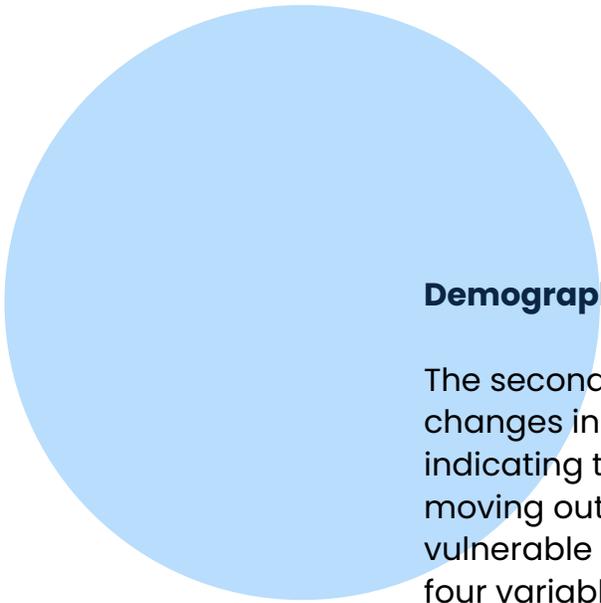


VULNERABILITY MAP

This map illustrates which neighborhoods in Dallas have high concentrations of residents who are especially vulnerable to displacement. We utilized five indicators of vulnerability to identify groups of residents who, according to social science research, are least able to absorb rising housing costs and who have limited options following displacement. These groups are: low-income households, people of color, heads of households without a bachelor's degree or higher, renters, and families with children living in poverty.



■ Vulnerable ■ More Vulnerable ■ Most Vulnerable



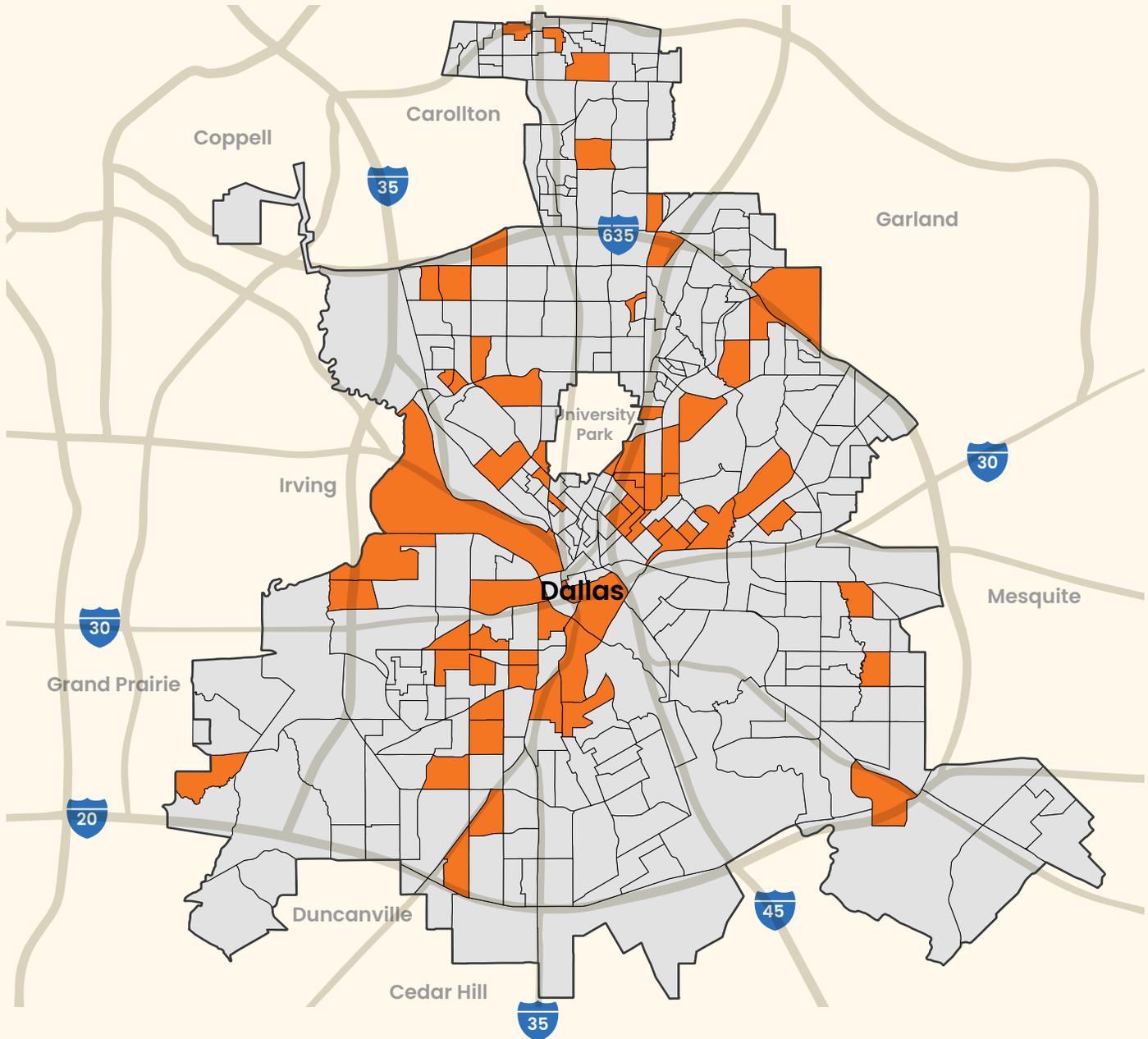
Demographic Change

The second part of our analysis assesses changes in demographics over time, indicating that vulnerable residents are moving out of the neighborhood while less vulnerable residents are moving in. We used four variables to measure demographic change: income, race and ethnicity, homeownership rates, and educational attainment.⁹ These variables were measured in percent change or percentage point change over a 10-year timeframe from 2011 to 2021.¹⁰

Just as in the vulnerability analysis, z-scores for changes between 2011 and 2021 were computed for each tract. If at least two factors had a z-score above 0.5 and the average of all four scores was greater than 0.5, a tract was considered to have undergone demographic change.

DEMOGRAPHIC CHANGE

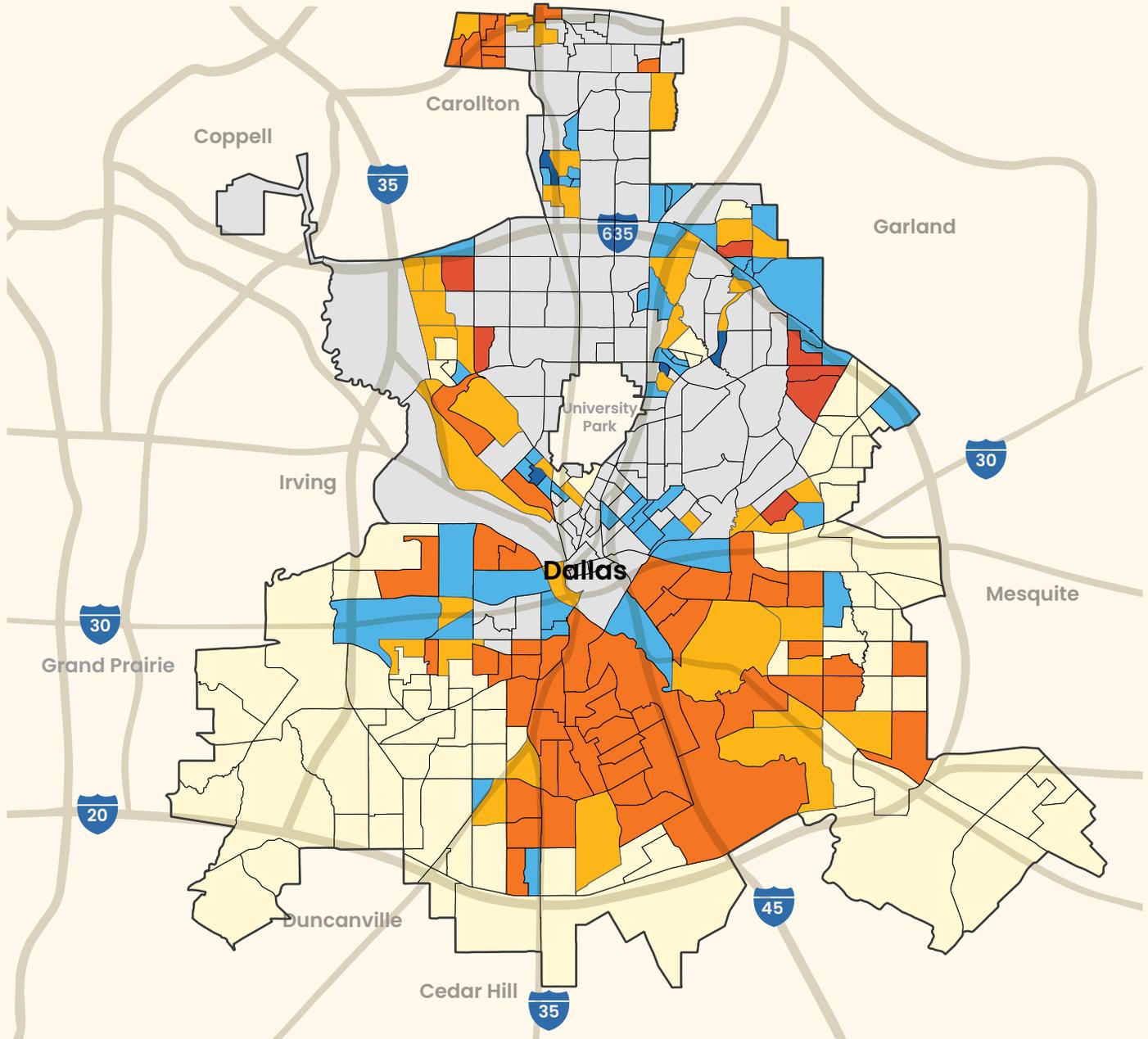
This map measures demographic change over a ten-year timeframe from 2011 to 2021 to illustrate which neighborhoods have experienced specific changes in demographics indicating that vulnerable residents are moving out while less vulnerable residents are moving in. We used four variables to measure demographic change: income, race and ethnicity, homeownership rates, and educational attainment.



■ Experienced Change ■ No Change

HOUSING MARKET STRENGTH AND CHANGE

Our housing market map classifies each neighborhood based on the strength and growth of its housing market over a ten-year timeframe. Housing market strength and change were evaluated using home sale prices, investment levels, and turnover rates.



- | | | |
|---------------------------------------------------------------|------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| ■ Appreciated Home Value | ■ Appreciated Rent | ◆ An Appreciated tract moved from low or moderate housing market strength to high housing market strength. |
| ■ Accelerating Home Value | ■ Accelerating Rent | ◆ An Accelerating tract is increasing rapidly in market strength but has not yet appreciated. |
| ■ Adjacent | ■ Stable | ◆ An Adjacent tract has low or moderate housing strength but is located next to one or more tracts with housing market pressure. |
| ■ Sustained | | ◆ A Sustained tract has had a strong housing market in both periods. |
| | | ◆ A Stable tract did not meet any of the above criteria. These tracts are not currently at risk of gentrification or displacement but should be watched for market changes in the future. |

Housing Market Strength & Change

The third part of our analysis measures and classifies each neighborhood by the strength and growth of their housing markets. Housing market strength and change were evaluated using home sale prices, investment levels, and turnover rates.^{11 12} Home sale prices were calculated as the median single-family home sale price in the neighborhood. Levels of investment were calculated as the share of residential parcels with a building permit recorded (whether new construction, rehabilitation, or renovation) per household. Turnover rates were calculated as the count of residential home sales per owner-occupied household. These three measures of market strength were combined into a single market strength measure with factor analysis.¹³ The market strength factor was first estimated using 2021/2022 data, then calculated on the 2011/2012 data to measure change in the market strength factor over time using a consistent measure.

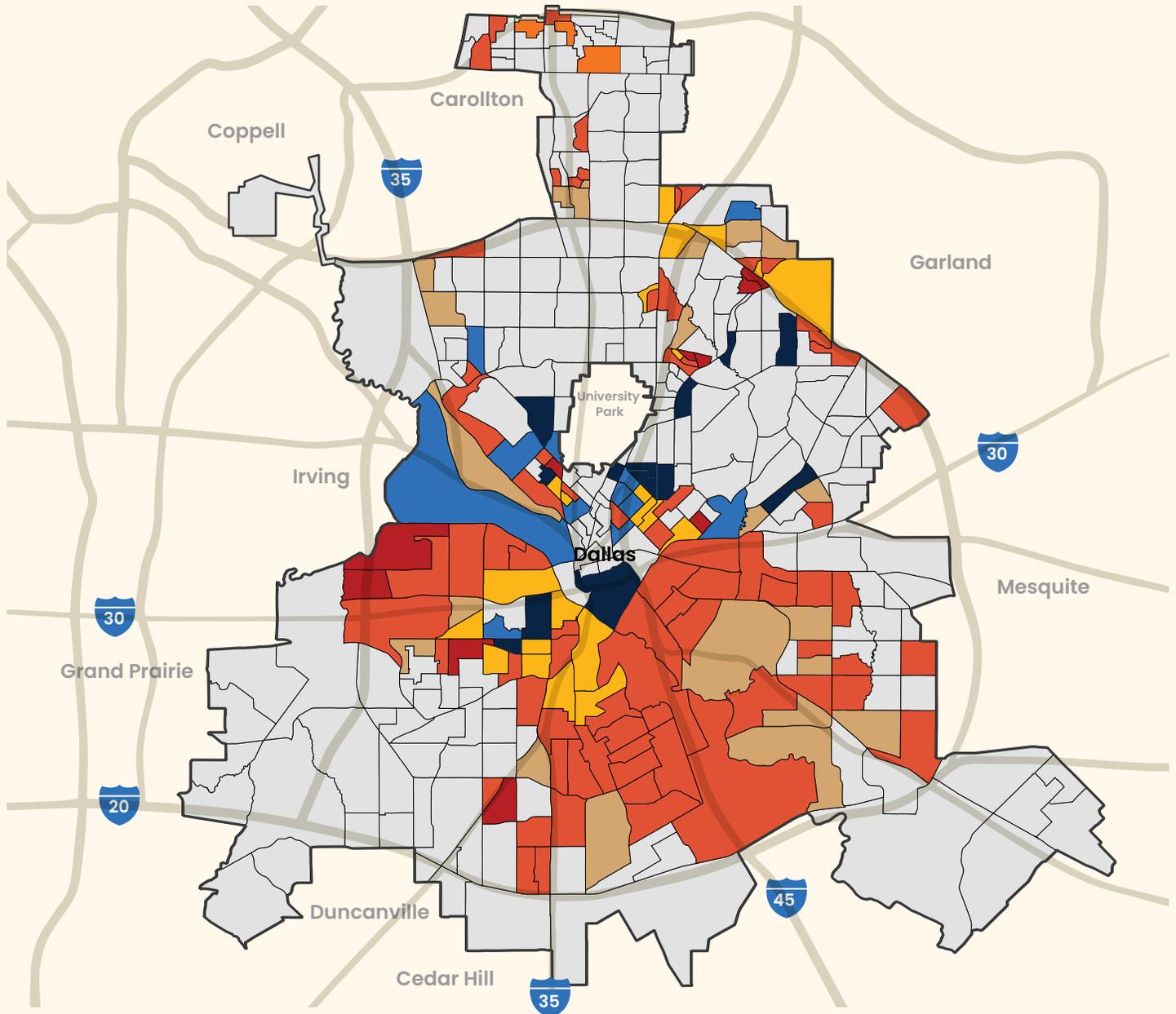
All neighborhoods were first assessed using the three variables above. If a neighborhood could not be classified using home sale prices because there were too few sales,¹⁴ it was then classified using median rent levels from the American Community Survey (ACS).¹⁵

We then used these variables to identify and classify each census tract as one of the following five types of potential market categories:

1. A **Sustained** tract has had a strong housing market in both periods. These tracts were in the top 40% of the market strength factor in 2011/2012 and remained in the top 40% of the market strength factor in 2021/2022; or they were in the top 40% of median gross rent in the 2008/2012 ACS and the top 40% of median gross rent in 2018/2022.
2. An **Appreciated** tract moved from low or moderate housing market strength to high housing market strength. These tracts were in the bottom 60% of the market strength factor in 2011/2012 but increased to the top 40% of the market strength factor in 2021/2022; or they were in the bottom 60% of median gross rent in the 2008/2012 ACS and the top 40% of median gross rent in 2018/2022.
3. An **Accelerating** tract is increasing rapidly in market strength but has not yet appreciated. These tracts were in the bottom 60% of the market strength factor in 2011/2012 but rose at a rate in the top 20% of tracts from 2011/2012 to 2021/2022; or they had an increase in median gross rent in the top 40%¹⁶ of all tracts from 2008/2012 to 2018/2022.
4. An **Adjacent**¹⁷ tract has low or moderate housing strength but is next to one or more tracts with housing market pressure. Market change often moves from one area to neighboring areas, and therefore 'Adjacent' tracts are likely the next places that could experience housing market change. These tracts were in the bottom 60% of the market strength factor in 2011/2012, did not rise at a rate in the top 20% of tracts from 2011/2012 to 2021/2022, but were adjacent to a 'Sustained,' 'Appreciated,' or 'Accelerating' tract. Tracts were considered 'Adjacent' if they shared at least 50% of the tract border with 'Sustained,' 'Accelerating,' and 'Appreciated' tracts.¹⁸
5. A **Stable** tract did not meet any of the above criteria. These tracts are not currently at risk of gentrification or displacement but should be watched for market changes in the future.

GENTRIFICATION TYPOLOGY

Our gentrification typology map utilizes vulnerability, demographic change, and housing market strength and change to assign each neighborhood to one of the six gentrification stages listed below:



- Susceptible** = tracts that have vulnerable populations, are in the 'Adjacent' market category, and have not experienced demographic change.
- Early Type 1** = tracts that have vulnerable populations, are in the 'Accelerating' market category, but have not yet experienced demographic change.
- Early Type 2** = tracts that have vulnerable populations, are in the 'Adjacent' market category, and have experienced demographic change.
- Dynamic** = tracts that have vulnerable populations, are in the 'Accelerating' market category, and have experienced demographic change.
- Late** = tracts that have vulnerable populations, are in the 'Sustained' market category, and have experienced demographic change.
- Historic Loss** = tracts that no longer have high concentrations of vulnerable populations but that experienced demographic change prior to the timeframe of our study.

Gentrification Typology

These three variables – vulnerability, demographic change, and housing market strength and change – were then used to assign each neighborhood to one of the following six gentrification stages, per the Austin adaptation of the Bates methodology.¹⁹

Susceptible neighborhoods are near changing areas but have not yet experienced demographic change. These are neighborhoods that could have displacement if market pressure moves from a changing area nearby into these neighborhoods. Tracts that have vulnerable populations, are in the 'Adjacent' market category, but have not yet experienced demographic change are considered 'Susceptible.'

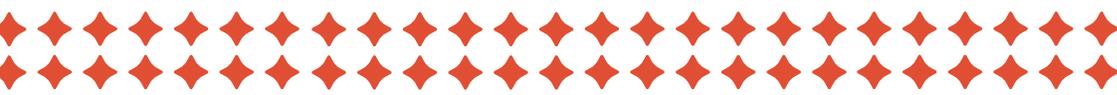
Early: Type 1 neighborhoods are in the early phase of neighborhood change. The market has begun putting displacement pressure on residents of these neighborhoods, but the neighborhoods have not shown demographic change yet. Tracts that have vulnerable populations, are in the 'Accelerating' market category, but have not yet experienced demographic change are considered 'Early: Type 1.'

Early: Type 2 neighborhoods have not yet had market changes but have begun experiencing demographic change. Tracts that have vulnerable populations, are in the 'Adjacent' market category, and have experienced demographic change are considered 'Early: Type 2.'

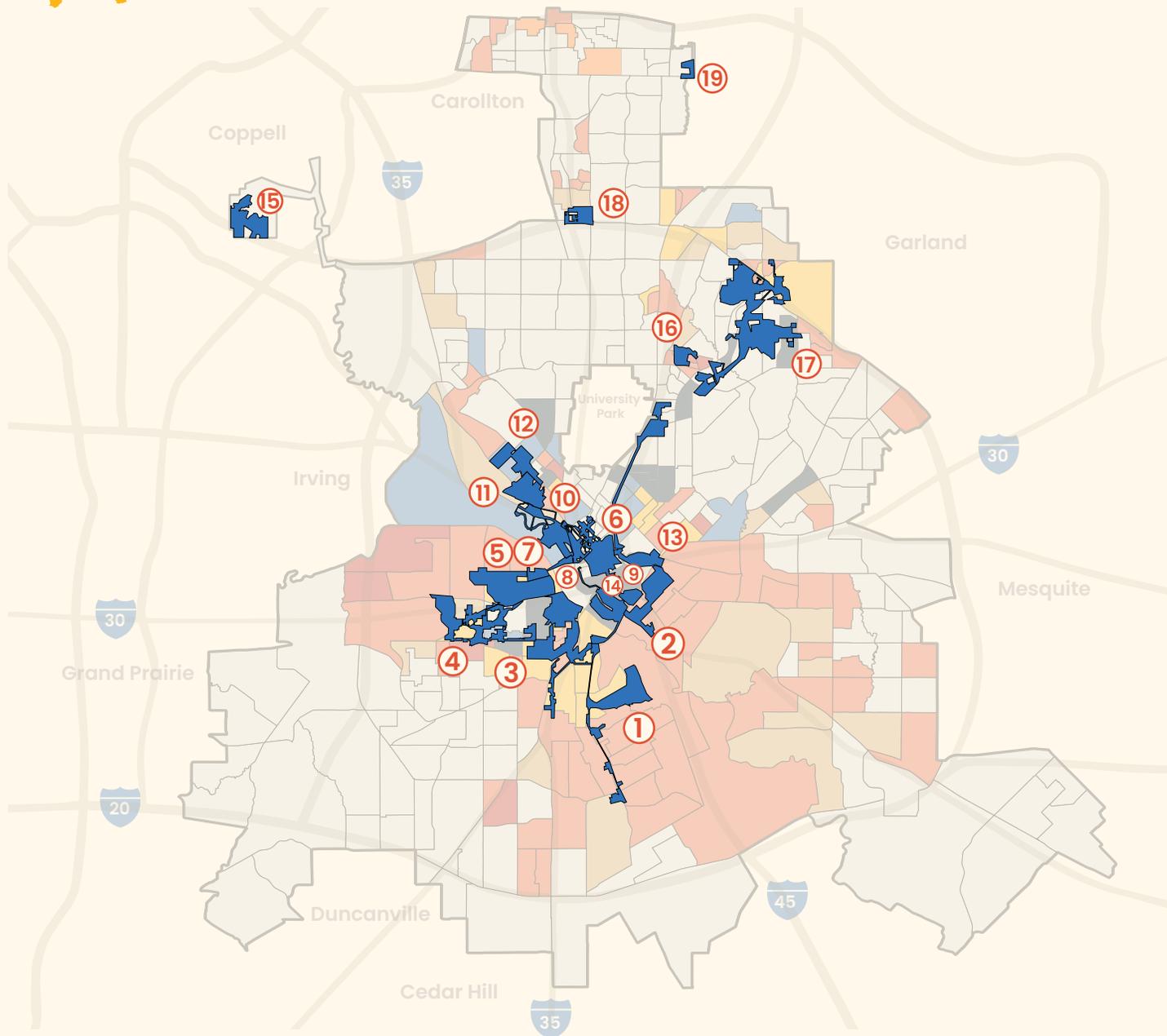
Dynamic neighborhoods have begun market changes and are experiencing demographic change. Tracts that have vulnerable populations, are in the 'Accelerating' market category, and have experienced demographic change are considered 'Dynamic.'

Late neighborhoods are well into the process of neighborhood change. Tracts that have vulnerable populations, are in the 'Sustained' market category, and have experienced demographic change are considered 'Late.'

Historic Loss neighborhoods have already changed over a longer timeframe. Tracts that experienced loss of Black or Hispanic population and increase in non-Hispanic white population from 2000 to 2020 or 2010 to 2020²⁰ are considered 'Historic Loss.'



GENTRIFICATION TYPOLOGY WITH TIF OVERLAY



- ① TOD
- ② Grand Park South
- ③ Oak Cliff Gateway
- ④ Davis Garden
- ⑤ Fort Worth Avenue
- ⑥ Downtown Connection
- ⑦ Sports Arena
- ⑧ City Center
- ⑨ Farmers Market
- ⑩ Design District
- ⑪ Southwestern Medical District
- ⑫ Maple - Mockingbird
- ⑬ Deep Ellum
- ⑭ Cedars
- ⑮ Cypress Waters
- ⑯ Vickery Meadow
- ⑰ Skillman Corridor
- ⑱ Mall Area Redevelopment
- ⑲ University District

One key indicator of increased displacement pressure is the presence and location of targeted public investments and place-based economic incentives such as Tax Increment Financing (TIF) Districts, seen overlaid here.

TIF Districts are intended to revitalize underperforming real estate markets and encourage increased private investment within a defined area, but often create or exacerbate displacement pressures for existing residents in vulnerable communities.

Most of the neighborhoods classified as Dynamic in the southern sector of the city fall within or adjacent to established TIF districts.

FINDINGS

Our findings show that displacement pressures are widespread throughout Dallas, with over 40% of neighborhoods either susceptible to or currently experiencing some stage of gentrification, ranging from early to middle to late.

One in five Dallas neighborhoods are in the early stages of gentrification. These neighborhoods are primarily, though not exclusively, located in the southern sector of the city, where home sale prices have increased rapidly since the pandemic. Home sale prices in these neighborhoods were typically around \$55,000 in 2011/2012 and rose to \$238,000 by 2021/2022. Over the same period, rents in these neighborhoods increased from \$740 to \$1,140.

One in ten Dallas neighborhoods are in the dynamic or late stages of gentrification. These are neighborhoods with vulnerable populations that have experienced demographic change and have either accelerating or sustained housing markets. From 2011 to 2021, these neighborhoods lost on average 90 families with children in poverty while gaining 450 households with college degrees.

Many Dallas neighborhoods have already experienced extensive displacement over the last 10 to 20 years. These 14 neighborhoods are classified as Historic Loss. They include Elm Thicket/Northpark, the Cedars, and Kidd Springs. Since 2000, these neighborhoods have lost on average 510 Hispanic residents and 145 Black residents but have gained 515 non-Hispanic white residents.

While our study finds that neighborhood displacement pressures in Dallas are varied and widespread, there are also key indicators that illustrate where these pressures may accelerate faster than others. For example, neighborhoods with vulnerable populations that are contiguous to Dallas' downtown and urban core are all experiencing either dynamic or late stages of gentrification. Neighborhoods adjacent to these dynamic or late-stage neighborhoods are likely at higher risk of displacement than those that are farther away, even if they share the same classification per our Gentrification Typology.

Another key indicator of increased displacement pressure is the presence and location of targeted public investments and place-based economic incentives such as Tax Increment Financing (TIF) districts that are intended to revitalize underperforming real estate markets and encourage increased private investment within a defined area, but often create or exacerbate displacement pressures for existing residents in vulnerable communities. Most of the neighborhoods classified as Dynamic in the southern sector of the city fall within or are adjacent to established TIF districts.

Our analysis ultimately reveals that social vulnerability, market forces, and public policy all play a role in creating or exacerbating displacement pressures in Dallas neighborhoods. Understanding how these factors interact in the context of gentrification allows us to better address the needs of vulnerable residents and intervene early to mitigate displacement and preserve our treasured neighborhoods and communities – before we lose them altogether. **As Dallas continues to grow and develop, we must be highly intentional about where and how that growth happens, prioritizing development that is inclusive, equitable, and sustainable.**

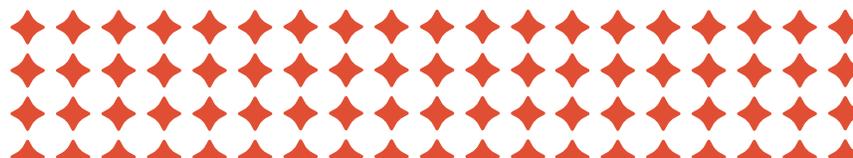
PART THREE

Neighborhood Case Studies

Introduction

In this section, we take a deep dive into three distinct Dallas neighborhoods facing unique and significant displacement pressures in order to better understand the socioeconomic and housing market conditions that make these neighborhoods particularly susceptible to displacement and to help residents, policymakers, and advocates match specific policies and strategies to the demonstrated needs of each neighborhood. These neighborhoods are: **South Dallas, West Dallas and Vickery Meadow.**

These three neighborhoods were selected by our Project Team and Advisory Committee through a multistep, collaborative process, with community feedback collected at our citywide case study selection workshop in May 2023. Our goal in selecting these three focus areas was to make sure we captured the diversity of Dallas' vulnerable neighborhoods from a socioeconomic, housing market, and geographic perspective. To accomplish this, we led our Advisory Committee through a series of exercises examining the vulnerability, demographics, and housing market types and conditions of over 30 Dallas neighborhoods. Through multiple rounds of voting and the incorporation of community-wide feedback, we arrived at our final three focus areas.



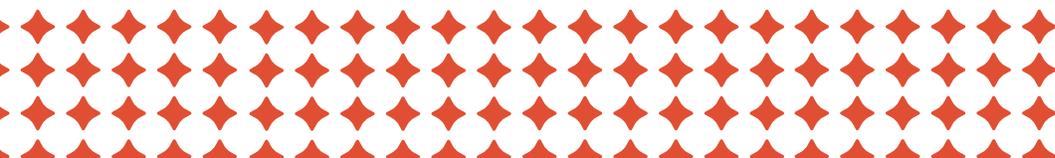


SOUTH DALLAS WEST DALLAS VICKERY MEADOW

Working with our engagement consultants, CoSpero Consulting, and outreach partners, Somos Tejas and Offord & Associates, we then set out to conduct extensive community outreach and engagement in each of our three focus areas, including:

- ◆ Three neighborhood focus groups with key community stakeholders, including elected officials, neighborhood leaders, and nonprofit organizations;
- ◆ Three community listening sessions and one-on-one interviews with impacted residents; and
- ◆ Door-to-door outreach to 1,000+ households and the collection of over 400 survey responses.

We did all of this to ensure that our overall project direction, but especially our policy recommendations, would be responsive to actual community concerns and needs. We strongly believe that vulnerable community voices should be centered and uplifted in all development decisions impacting their neighborhoods, including research and policy initiatives like this Toolkit. Additionally, it was important to us to collect considerable qualitative as well as quantitative data to inform our case studies and ensure that we were telling true and authentic stories of neighborhood history and change.



SOUTH D

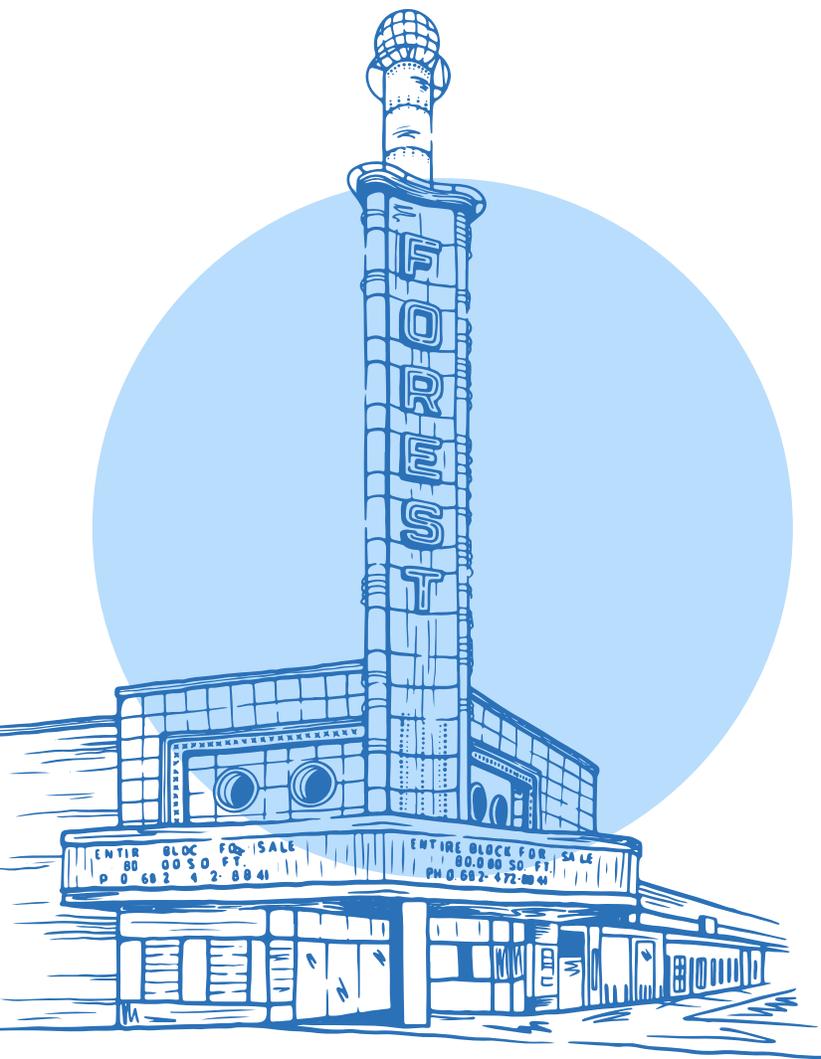
Just southeast of downtown lies the community of South Dallas, a collection of historic neighborhoods, each with a rich and revealing history of enduring resilience and sustained community in the face of systemic and violent oppression.

Deemed by some as the “forgotten soul” of our city, South Dallas was once a thriving, vibrant, and self-sufficient center of Black life in Dallas, home to landmark businesses and influential leaders.

Black residents settled in South Dallas as early as 1905, when it was home to a small but prominent Jewish community. With Jim Crow laws in full effect, Black families were extremely limited in where they could live and purchase land in the city; most settled in Dallas’ freedman’s towns of Freedman’s Town/North Dallas, Joppa, and Tenth Street after emancipation. The early 1900s saw the emergence of South Dallas’ first Black neighborhoods including Wheatley Place, Mill City, and Queen City.

As their numbers grew in the area, Black residents were met with fierce and violent resistance by their white counterparts. Starting in the 1920s and extending several decades, Black families in South Dallas endured strings of violent bombing attacks on their homes. This continued until 1951, when a grand jury was finally convened and one individual faced trial. Although no one was ultimately held accountable, the trial had a chilling effect on the perpetrators, and the bombings subsided.

In the 1930s, much of South Dallas was redlined by the federal Home Owners Loan Corporation (HOLC) and deemed “hazardous” for investment, which would contribute to decades of neighborhood disinvestment and decline.



DALLAS



In the 1960s and '70s, the city used eminent domain to seize land owned by Black homeowners adjacent to Fair Park to expand the fairgrounds and construct more parking lots so that white, middle-class visitors would be more comfortable when they attended the fair once a year.

As Dallas' population grew after the end of World War II and as hundreds of Black residents in Freedman's Town/ North Dallas were displaced by the construction of Central Expressway in the 1940s, more Black families made their way to South Dallas, precipitating a flight of white and Jewish families to the northern suburbs.

Over the next few decades, the area experienced a series of ill-intentioned public policy decisions meant to further divide and separate South Dallas' Black residents from the rest of the city. In the 1950s, Interstate 30 was routed through South Dallas, cutting it off from the economic lifeline of the urban core and solidifying the North/South divide of Dallas' racial segregation. The highway's construction also meant the end of the

city's streetcar system, upon which South Dallas residents relied to access jobs and essential services. Then, in the 1960s and '70s, the city used eminent domain to seize land owned by Black homeowners adjacent to Fair Park to expand the fairgrounds and construct more parking lots so that white, middle-class visitors would be more comfortable when they attended the fair once a year.

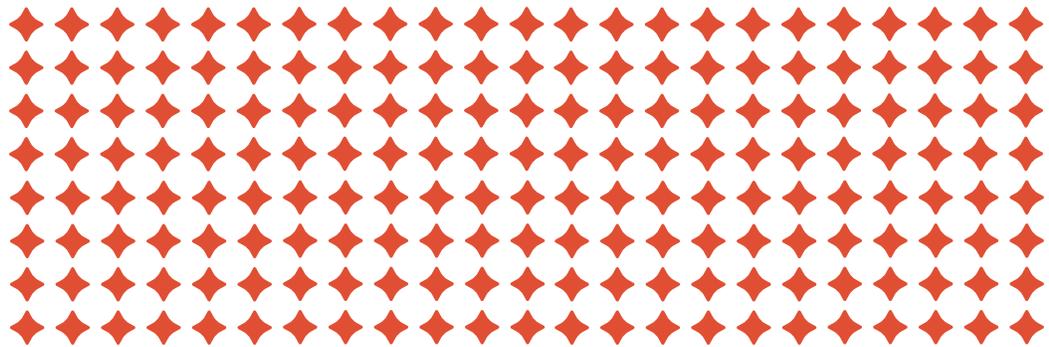
Nearly 300 South Dallas families were displaced, with Black homeowners receiving substantially less compensation than their white counterparts, resulting in a significant loss of wealth for many first-time homeowners. In the decades following, South Dallas would continue to experience ongoing disinvestment and steady population decline.

These past injustices have had very real, harmful, and lasting impacts on the Black resident communities of South Dallas – impacts that continue to be felt by South Dallas residents.

The intentional targeting and dismantling of Black communities through explicitly racist public policies and private acts have created overwhelming barriers to housing, health, and economic opportunity – leaving South Dallas' residents and neighborhoods especially vulnerable to present-day displacement pressures.



harmful, s and hat nts.



Today, South Dallas is on the precipice of change as new development interests set their sights on the area due to current and anticipated public investment projects in and around South Dallas neighborhoods. In 2018, the City Council voted to privatize Fair Park and awarded the management contract to Fair Park First, a newly formed nonprofit that vowed to preserve and revitalize the 277-acre site, including plans to reclaim and convert 18 acres of parking lot space back into a community park. Four years later, Dallas voters approved a 2% increase in the city's Hotel Occupancy Tax to fund construction of a brand-new convention center downtown and up to \$300 million for Fair Park renovations. In 2021, the Texas

Department of Transportation (TxDOT) announced plans to bury I-30 from downtown to East Dallas, a move intended to reconnect streets and communities. The state has already allocated over \$500 million to the anticipated \$1.02 billion project that includes a potential deck park. Smaller projects are in the works as well, including \$22 million for infrastructure improvements for Martin Luther King Jr. Boulevard and an extension of the Santa Fe Trail. These investments, coupled with South Dallas' proximity to downtown and other high-value neighborhoods like the Cedars and East Dallas, catch the eye of speculative investors. Developers in the area, both old and new, are already anticipating the increased value of their holdings.



“My congregation once lived within walking distance of our church, but many have been forced to move to the outskirts of the city due to increasing property taxes, rising rents, and a lack of affordable homes for purchase.”

-Reverend Donald R. Parish Sr.

Legacy residents, on the other hand, are bracing for impact. Median home sale prices and rents in the area have soared over the last decade, placing an incredible burden on low-income residents, especially those on fixed incomes. Many residents and community leaders worry that the worst is yet to come.

Reverend Donald R. Parish Sr., the Senior Pastor of True Lee Missionary Baptist Church since 1992, has witnessed these changes firsthand. “My congregation once lived within walking distance of our church, but many have been forced to move to the outskirts of the city due to increasing property taxes, rising

rents, and a lack of affordable homes for purchase,” he shares. Reverend Parish Sr. has observed the shifting demographics in South Dallas and is vocal about his concern for residents on fixed incomes, questioning their capacity to keep up with swiftly rising housing costs.

In response, parish members are increasingly turning to the church’s food pantry to help cover living expenses. Reverend Parish Sr. hopes that local policymakers will prioritize programs like property tax relief and home repairs for South Dallas seniors, allowing them to age in place without fear of being displaced.



Despite these enduring challenges, South Dallas remains a stronghold of Black culture and community in Dallas. Residents and neighborhood leaders continue to advocate for equitable and restorative community development and look favorably upon projects that strive to meet that vision – projects like the restoration of the historic Forest Theater, reconstruction of the Park South YMCA, and pedestrian-centered improvements along MLK Jr. Blvd.

Ensuring that South Dallas' legacy of resilience endures for generations to come requires a continued and steadfast commitment to community-oriented developments like these, projects that prioritize resident needs and desires including affordable housing, healthcare, economic development, and historic and cultural preservation. Present day development pressures are creating a perfect storm for gentrification and displacement in South Dallas, and we must tread carefully with every step we take as a city in order to make sure we protect and empower South Dallas residents and neighborhoods by ensuring that future development is equitable, inclusive, restorative, and sustainable.

For South Dallas and neighborhoods with similar profiles, we recommend the following anti-displacement strategies:

- ◆ Public Land for Affordable Housing Policy
- ◆ Shared Equity Housing Models
- ◆ Anti-Displacement Homebuyer Assistance Programs
- ◆ Neighborhood Stabilization Voucher Program

WEST DALLAS

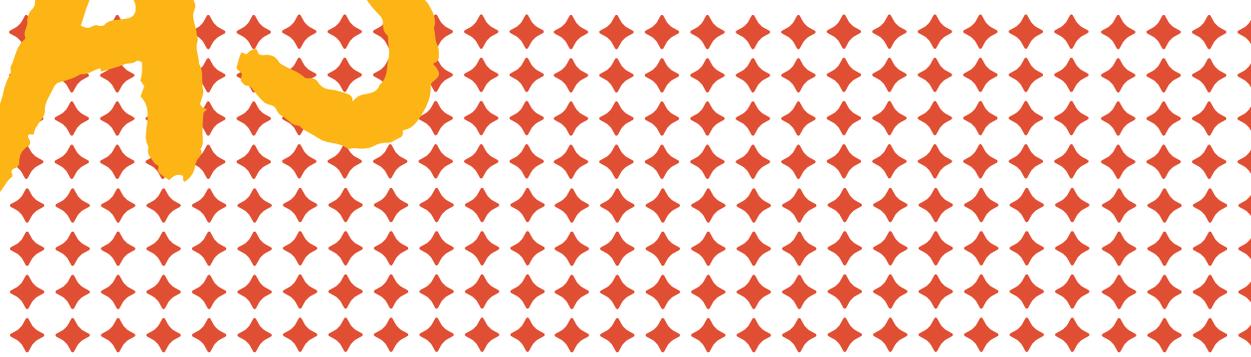
West Dallas is an area of Dallas made up of numerous diverse and historic neighborhoods. Bounded by the Trinity River to the north and east, and Interstate 30 to the south, residents have long referred to the area as an “island,” cut off from the rest of the city both physically and figuratively.

The area was first settled in the early 1900s by cement companies who built workers’ villages — shantytowns where workers and their families lived in substandard conditions without utilities or running water for many years, until the area was annexed into Dallas proper in 1954.

Despite its proximity to downtown, West Dallas was largely ignored by public officials and major real estate interests for decades, allowing for the development of modest, quiet residential neighborhoods built and inhabited by generations of working-class Black and Latino families.



LLAS



West Dallas proper includes 10 out of the 18 original Mexican American historic neighborhoods (“barrios”) recognized by the Dallas Mexican American Historical League (DMAHL) including La Bajada, El Aceite, and Los Altos.²¹ It also includes historic African American neighborhoods like Gilbert-Emory, Bickers Park, and Homestead Manor.

Despite being subject to decades of disinvestment and neglect, West Dallas residents built strong, resilient communities with high rates of homeownership and a strong sense of neighborhood identity that is deeply rooted in Black and Latino culture.



In 2005, a tectonic shift began to take place.

Construction began on the Margaret Hunt Hill Bridge, a \$93 million catalytic project that would forever alter the Dallas skyline and finally connect the “island” of West Dallas to the urban core and economic center of the city, piquing the interest of developers who had long overlooked the area.

That year, a trio of investors, Stuart Fitts, Larry “Butch” McGregor, and Phil Romano, began strategically acquiring land throughout La Bajada and El Aceite – the historic West Dallas neighborhoods immediately adjacent to the new bridge – under the name of their real estate development company, West Dallas Investments

When the bridge officially opened seven years later in 2012, the City of Dallas voted to extend the Sports Arena Tax Increment Financing (TIF) District into West Dallas to create a “vibrant gateway” into West Dallas and further incentivize development in the area.²² The increased development interest led to countless land acquisitions and zoning changes coupled with exceedingly generous development entitlements and TIF subsidies.

That same year, residents of the La Bajada community successfully organized to implement a Neighborhood Stabilization Overlay (NSO), a zoning tool designed to preserve the character of single-family neighborhoods. The NSO, which seemingly limited the height of new construction in the neighborhood, slightly diminished speculative development interests in the area, but only briefly.

In 2013, West Dallas Investments opened Trinity Groves, a 15-acre restaurant and retail development at the base of the new bridge. A 352-unit apartment complex, Cypress at Trinity Groves, would follow in 2018.



The real estate company received over \$17 million in public subsidy, combined for both projects, via the TIF District. The City of Dallas devoted an additional \$2.5 million in economic development dollars in 2015 to relocate the Argos cement plant from its location at the foot of the bridge to allow for West Dallas Investments to acquire the land underneath.

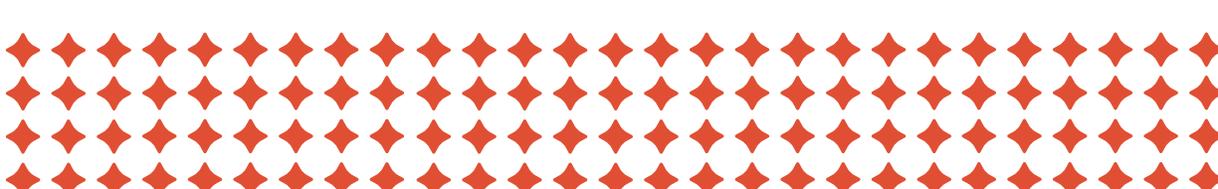
Today, West Dallas faces a new double-edged threat in the form of the planned Harold Simmons Park

In 2016, the City of Dallas voted to raise minimum housing standards to address slum conditions in rental properties. Instead of bringing his properties into compliance with the new law, one West Dallas landlord decided to serve eviction notices to over 300 West Dallas families, mostly in the Los Altos neighborhood. While some of those families were eventually offered the opportunity to purchase, the majority were forced to move. With rents rising in the area and few affordable rental options left, most families were displaced not only from their homes but also from the neighborhood altogether, forever altering the community fabric of Los Altos.

West Dallas homeowners began to feel the pressure in 2017 and 2018, when the Dallas Central Appraisal District (DCAD) began reappraising land values on parcels east of Hampton. Land values that had remained stagnant or experienced nominal appreciation for decades were seeing exponential appreciation from one year to the next. Lots valued between \$4,000 to

\$5,000 in 2016 were suddenly valued at \$50,000 in 2018, placing a heavy and unexpected burden on many low-income homeowners. That value has only continued to grow at a dizzying pace in subsequent years as new development persists.

Today, West Dallas faces a new double-edged threat in the form of the planned Harold Simmons Park, a 250-acre, \$325 million state-of-the-art park centered around the portion of the Trinity River between West Dallas and downtown. The park, which is anticipated to draw 3 to 5 million visitors each year, is expected to further increase property values and attract even more development to the area, exacerbating the displacement pressures on low-income and legacy residents.



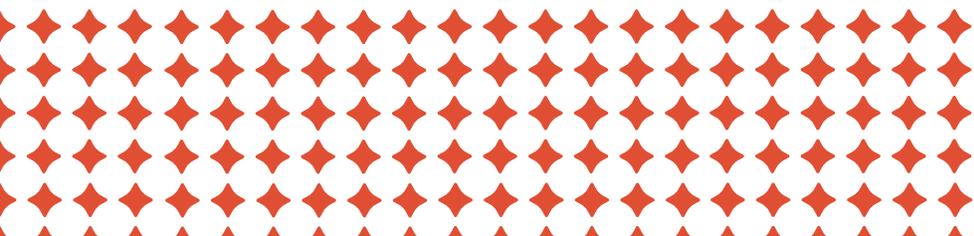
Despite these challenges, the spirit of West Dallas residents remains strong.

Neighborhood leaders across West Dallas have banded together to fight for their community, demonstrating an unwavering commitment to preserving their homes and heritage. These community champions tirelessly push back against intrusive and incompatible development, advocate for neighborhood-centered policy changes, and work to preserve and celebrate the area's rich cultural history. Their efforts have resulted in numerous important victories for neighborhood preservation and stabilization. They have secured designated funds for targeted home repair

programs and property tax assistance for West Dallas neighborhoods, and they have also achieved citywide wins such as the strengthening of existing zoning laws and the adoption of new policies to combat intrusive development in vulnerable neighborhoods. West Dallas residents are leading the way, and we must continue to center and uplift their voices and advocacy in all aspects of community development in order to honor and preserve the history, culture, and pride of the "west side."

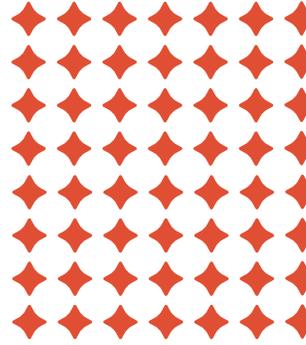
For West Dallas and neighborhoods with similar profiles, we recommend the following anti-displacement strategies:

- ◆ Displacement Mitigation Zoning Overlay
- ◆ Homestead Preservation Centers and Exemption Enrollment Programs
- ◆ Property Tax Relief Funds
- ◆ Targeted Home Repair Programs



Developers are calling every day multiple times per day and sending letters. I don't want to sell the home. I've been here for years. My kids grew up here. I bought the home when the kids were little. The kids don't want to go anywhere. I don't want to go anywhere.

-Amanda, West Dallas Homeowner



When I purchased my home two years ago in West Dallas, I never imagined needing to move in three family members to be able to keep up with the increasing mortgage due to the rise in property tax.

-Equaino, West Dallas Homeowner





VICKERY

In the heart of northeast Dallas lies Vickery Meadow, a diverse and vibrant multifamily neighborhood inhabited by immigrants and refugees from around the globe.

The area was first developed in the 1970s as a companion to The Village, an apartment community originally conceived as a residential community for Dallas' young and single. That vision was short-lived because, in 1988, familial status was added as a protected class to the Fair Housing Act, prohibiting landlords from discriminating against families with children. This, in tandem with a recession in the rental market, led to an abrupt departure of residents and then neighborhood decline as the area experienced depressed rents, high vacancy rates, and spikes in crime.





MEADOW

Affordable rents, availability of units, and proximity to public transit made the area attractive to newly arriving immigrants and refugees in the late eighties and early nineties. Waves of families seeking refuge from conflict, persecution, and poverty would find their way to Vickery Meadow, bringing with them their languages, cultures, and cuisines, and transforming the area into a safe haven for migrant families.

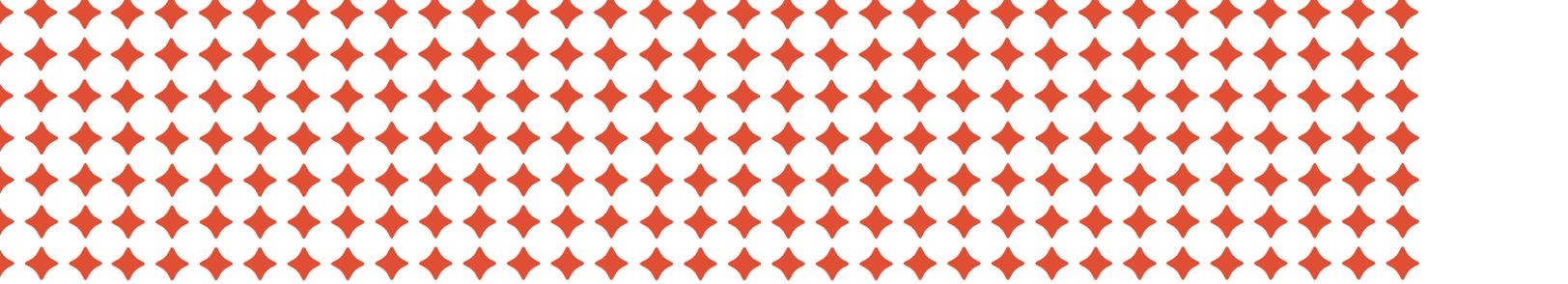
However, the built environment of the neighborhood was never meant for them. Families of four or more were crammed into small units intended for one or two people. Apartment complexes were built back-to-back, with little or no green space for children to play. Migrant families are often among the most socially vulnerable groups of any city or community; their vulnerability is compounded across numerous characteristics including income, race

and ethnicity, education, housing stability, and language barriers. As the migrant population grew, it became easier for property owners and landlords to exploit their vulnerability, allowing substandard and even slum-like living conditions to persist throughout the neighborhood. Despite these poor housing conditions, Vickery Meadow families endured and made a home and genuine community out of an aging, ill-fitting, and repurposed neighborhood.

Over time, the neighborhood grew to meet the needs of its new residents. A robust network of nonprofit service organizations emerged, and more schools were opened to serve Vickery Meadow's students and families. In 2021, the neighborhood finally got its first and much-anticipated public library. However, these positive gains may push out the very residents they were designed to serve, as development interests and activity in the neighborhood fail to consider the needs of its vulnerable population.

In 1993, a group of property owners in the area banded together to create a Public Improvement District (PID), a designated area in which property owners elect to pay an additional tax to fund specific public improvements and services that directly benefit the district.

The PID also advocates on behalf of property owners within the district to secure additional funding from the City of Dallas and other public entities. This advocacy contributed to the City's creation of the Vickery Meadow Tax Increment Financing (TIF) District in 2006. The Vickery Meadow TIF District was established to facilitate the creation of a "catalyst" mixed-used development, The Shops at Park Lane,²³ and to stimulate redevelopment activities of a "functionally and structurally obsolete commercial and rental residential area,"²⁴ a biting characterization of the neighborhood that sheds light onto how it was perceived by city officials at the time.



When it was completed in 2009, The Shops at Park Lane included 585 new apartment units and over a million square feet of retail and office space. Yet, despite receiving \$33 million in public subsidy from the TIF District, none of the units were set-aside as affordable for existing Vickery Meadow residents. Instead, the developer paid a ‘fee in lieu’ of a mere \$1 million “to support the development of affordable housing within the District.”²⁵ Unfortunately, the neighborhood would never see a penny of that money, with nearly half of it being allocated to a federal community planning grant in 2011 and the remainder being transferred to a citywide housing trust fund in 2018.²⁶

TIF districts are created and predicated on the assumption of rising property values within a given area due to increased development activity. Rising property values are accompanied by

rising housing costs including property taxes and rents, both of which threaten to displace vulnerable residents from their homes. Without specific designated community benefits such as affordable housing set-asides or incentives for small and resident-owned businesses, TIF districts can create much more harm than benefit for existing residents and exacerbate displacement pressures. Today, the Vickery Meadow community finds itself under an ever-increasing threat of displacement and housing insecurity as rents escalate at unsustainable rates, in large part due to the intended catalytic impact of the TIF District’s signature project.

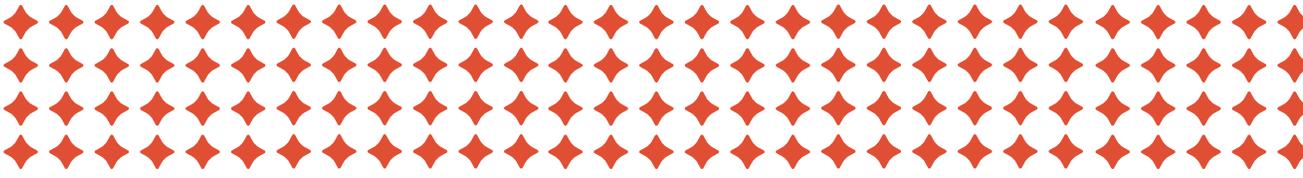
In neighborhoods like Vickery Meadow where there are such high concentrations of extremely vulnerable residents, rising housing costs can have profound impacts on families.

Conversations with residents and community leaders reveal a deep-seated anxiety permeating the neighborhood. The fear of being priced out of their homes is a constant and growing worry that extends beyond individual families and threatens the very fabric of the community. Housing instability undermines the social cohesion and support networks that residents rely on, networks built over years of shared experiences and mutual aid.

Nowhere in Dallas is there a neighborhood comparable to Vickery Meadow, which has evolved and adapted over time to meet the very specific and sensitive needs of its immensely diverse and incredibly vulnerable population. As Vickery Meadow continues to develop, it is imperative that it does so in an equitable, inclusive, and

sustainable manner, lest we lose it altogether. To preserve the people, the culture, and the very essence of this treasured Dallas community, developers must consider Vickery Meadow's existing residents and prioritize their needs and desires in all future development decisions. Likewise, local government officials must reasonably facilitate this process through public policy and programs that appropriately regulate and incentivize community-oriented development in the area, such as the preservation and construction of long-term and deeply affordable housing. Only then can we ensure that Vickery Meadow remains the diverse and vibrant community it is today, one where immigrants and refugees can continue to live and thrive and contribute to our city's rich cultural history and fabric.

“Nowhere in Dallas is there a neighborhood comparable to Vickery Meadow, which has evolved and adapted over time to meet the very specific and sensitive needs of its immensely diverse and incredibly vulnerable population.”



For Vickery Meadow and neighborhoods with similar profiles, we recommend the following anti-displacement strategies:

- ◆ Enhanced Legal Protections for Tenants
- ◆ Affordable Housing Preservation Network
- ◆ Right Priced Affordable Housing Policy
- ◆ Funding for Tenant and Community Organizing



PART FOUR

Policy Review & Recommendations

GOAL #1: Protecting Vulnerable Residents From Direct Displacement

A. Protecting Vulnerable Renters in Gentrifying Neighborhoods

i. Emergency Rental and Relocation Assistance Programs

The Covid-19 pandemic demonstrated both the need for and effectiveness of emergency rental assistance to stabilize housing for families experiencing financial crises. Many low-income and vulnerable families who live paycheck to paycheck are just one crisis away from eviction and displacement. Emergency rental and relocation assistance programs provide direct relief to residents facing an immediate threat of eviction and help them avoid harmful disruptions in employment, education, and social networks. These programs can be structured to target or prioritize renters in gentrifying neighborhoods to advance displacement mitigation goals. Ideally, relocation assistance is coupled with case management services that work with impacted tenants to help them identify quality, affordable replacement housing within their existing neighborhoods, should they desire to stay. The City of Dallas currently prohibits the direct and involuntary displacement of residents from developments receiving public funding and requires developers to comply with the Uniform Relocation Act (URA), when applicable, but it has no program for tenants facing eviction in other situations such as gentrification-related displacement.

The City should adopt permanent rental assistance programs and stronger relocation policies – attached to dedicated funding – that provide comprehensive benefits to tenants displaced because of no-fault evictions in the private market as well as through publicly funded development activity.

ii. Enhanced Legal Protections for Vulnerable Tenants

Tenants have very limited rights under Texas state law, stacking the deck against them in any landlord/tenant disputes. Cities can help level the playing field by adopting enhanced legal protections for vulnerable residents, including mandatory tenant protections in all rental properties receiving city subsidies or incentives, adopting a citywide tenant right-to-organize ordinance, and funding the provision of legal and mediation support for vulnerable tenants facing eviction.

Legal protections such as: 1) requiring good cause for evictions and lease nonrenewals, 2) advance notice requirements of termination and rent increases, 3) opportunities to cure alleged lease violations, 4) the elimination of junk fees,²⁷ and 5) organizing protections (see more below) can help reduce the displacement of renters living in multifamily complexes with rising rents or slated for redevelopment. Other Texas cities like Austin and San Antonio have taken measures to require robust tenant protections including those listed above in various city-subsidized or incentivized programs. Unfortunately, Dallas has not incorporated these protections into any of its housing programs.

The City of Dallas should mandate that all rental properties seeking any type of city support, including but not limited to subsidies, tax abatements, zoning entitlements, and letters of support for Low Income Housing Tax Credit (LIHTC) projects, utilize a standard lease addendum that incorporates, at minimum, all of the protections listed above.

While tenants in Texas have an implicit right to organize under the Texas Property Code,²⁸ the protection against retaliation offered by state law is often abused by landlords and time-limited to six months. Having an affirmative right to organize that is explicitly outlined and codified in local municipal law can ease tenant fears and trepidation regarding retaliation and can also suppress intimidation tactics often utilized by landlords. While Dallas has an anti-retaliation ordinance on the books, it does not include the right to organize and mostly mirrors state law. Meanwhile,

the City of Austin passed an ordinance in 2022 codifying and strengthening this right and explicitly barring landlord retaliation for specific activities like working with third parties and using common areas on the property to meet. Protecting and promoting tenants' right to organize is a critical tool in mitigating displacement and preventing abuses by landlords, including constructive and mass evictions.

The City of Dallas should adopt an ordinance explicitly affirming and protecting the rights of tenants to organize.

For tenants who find themselves facing eviction, research has consistently shown that they are far more likely to prevail in court when they have legal representation. Unfortunately, the majority of tenants face trial alone or not at all, stacking the odds even further in the landlords' favor. Providing legal assistance to tenants in eviction proceedings can significantly reduce the number of evictions and the extent of direct displacement taking place in gentrifying neighborhoods. The City of Dallas' Eviction Assistance Initiative (DEAI), offered through the Office of Equity and Inclusion and funded through federal American Rescue Plan Act (ARPA) dollars, has assisted over 900 Dallas households since its inception in 2022. Conducting on-site intake at Justice of the Peace courts

and through a dedicated eviction hotline, the program can successfully reach vulnerable tenants prior to their hearings, saving many of them from unnecessary, and oftentimes illegal, evictions.

The City should find and allocate funding to establish the DEAI as a permanent city program to serve vulnerable tenants facing eviction.

Local philanthropic organizations such as the Dallas Eviction Advocacy Center (spotlighted below) can support similar initiatives to reach vulnerable tenants who may be barred from federally funded programs due to income or immigration status.

SPOTLIGHT ON Dallas Eviction Advocacy Center

- ◆ The Dallas Eviction Advocacy Center (DEAC) was founded in 2020 at the height of the Covid-19 pandemic to address the unmet legal needs of Dallas tenants facing unlawful evictions. Funded entirely by private philanthropic dollars, DEAC serves all Dallas residents in need of assistance, regardless of income or immigration status that might preclude them from other federally funded programs such as Legal Aid and the Dallas Eviction Assistance Initiative mentioned above. The DEAC boasts a 97% success rate in helping vulnerable tenants stay in their homes through the provision of high-quality, pro bono legal services and representation.

iii. Neighborhood Stabilization Voucher Program

Cities can create local voucher programs targeted towards vulnerable residents in specific gentrifying neighborhoods to fund the gap between market rate rents in the area and what low-income renters can afford to pay. Local voucher programs can be layered on top of existing voucher programs such as federal Housing Choice Vouchers (HCV) – also referred to as “Section 8” – which are in short supply in relation to the need and cannot keep pace with market rents in many neighborhoods. Local voucher programs can provide longer-term relief to renters facing displacement and allow them to remain in their neighborhoods as rents rise. Washington, D.C., and Denver, CO, are examples of cities that have implemented local voucher programs.

The City of Dallas and local nonprofit organizations can independently or collaboratively create neighborhood-based voucher programs to mitigate the displacement of legacy residents in gentrifying neighborhoods.

iv. Community Preference (“Right to Return”) Policy

Community Preference or “right to return” policies are useful tools in mitigating indirect displacement in target neighborhoods. When a vulnerable family is displaced from their home, they need not be displaced from their neighborhood and community altogether, if there are adequate affordable units available to them in the area. A Community Preference Policy gives priority placement for affordable units within a neighborhood or target area to low-income applicants who have been displaced from their neighborhoods, are currently at-risk of displacement, or are descendants of displaced residents. This allows legacy residents and their families to continue to benefit from the social and cultural capital of the communities they call home, in addition to the new investments being made in the area. When crafted appropriately, Community Preference Policies can redress prior racial injustices, further displacement mitigation goals, and help stabilize rapidly gentrifying communities. If structured improperly, however, a preference policy may illegally restrict housing choices for people of color or other protected classes under the Fair Housing Act and perpetuate residential segregation. Thus, implementing agencies must take care in appropriately crafting such policies to comply with federal law.

Cities such as San Francisco, CA, and Portland, OR, have adopted preference policies to address the harmful impacts of past discriminatory practices and to prioritize residents directly or indirectly impacted by displacement. Individual organizations can adopt internal policies as well. Guadalupe Neighborhood Development Corporation (GNDC) in Austin utilizes a preference policy to advance its goal of serving vulnerable residents with long-term ties to its service area of East Austin.

The City of Dallas should adopt a Community Preference Policy for all city-subsidized or incentivized housing programs located within neighborhoods categorized as at-risk.

Additionally, all nonprofit community development organizations and community-oriented private developers should adopt Community Preference Policies for new affordable housing units constructed or rehabilitated in neighborhoods categorized as at-risk.

*B. Protecting
Vulnerable
Homeowners
in Gentrifying
Neighborhoods*

With the dramatic and rapid rise in property valuations in gentrifying neighborhoods, one of the most meaningful approaches cities and organizations can take to help mitigate displacement and stabilize neighborhoods is to lower the property tax burden for vulnerable homeowners. This can be achieved through strategies including increased community education and technical assistance with property-related tax and legal issues, as well as the provision of direct financial assistance to offset rising tax bills.

***i. Homestead
Preservation
Centers and
Exemption
Enrollment
Programs***

The City of Dallas and local nonprofit organizations can independently or collaboratively establish homestead preservation resource centers and exemption enrollment programs.

These initiatives would help to educate vulnerable homeowners about the rights and responsibilities of homeownership and help them maintain and preserve their homes, both for themselves and for the next generation, by providing a variety of property-related services including assistance with applying for property tax exemptions, abatements, and deferrals; protesting property valuations; and negotiating payment plans. A full-service homestead preservation center would also include legal services to assist homeowners with heirship issues, title clearing services, estate planning, and other property-related legal matters.

ii. Property Tax Relief Funds

Another way cities and organizations can assist vulnerable homeowners in rapidly gentrifying neighborhoods is to provide direct financial relief to cost-burdened households to help offset the rising costs of tax bills.

The City of Dallas can do this in a few ways. Just like emergency rental assistance programs, **the City could establish an emergency homestead stabilization fund to provide short-term property tax and mortgage assistance to low-income homeowners experiencing a financial crisis.** For homeowners who need longer-term assistance, **the City could create a neighborhood stabilization loan program to provide income-eligible homeowners with long-term, low-interest loans** that would help them pay their tax bills and stay in their homes. These loans could also be forgivable in exchange for the homeowner agreeing to an affordability restriction, ensuring that the home remains owner-occupied for a set term of years.

Alternatively, or in addition to city programs, local nonprofit organizations can create their own property tax assistance programs with private philanthropic dollars and support. These funds can be individually structured to meet the needs of specific neighborhoods or vulnerable communities, as funding allows.

SPOTLIGHT ON West Dallas Homestead and Property Tax Assistance Programs (PTAP)

- ◆ Builders of Hope CDC (BOHCDC) and Wesley-Rankin Community Center (WRCC), two long-standing community-based organizations in West Dallas, have been partnering to provide West Dallas homeowners with homestead preservation education and technical assistance since 2017. With the support of property tax consultants and legal services providers, BOHCDC and WRCC have conducted consistent community engagement and education workshops and periodic in-person clinics to provide West Dallas homeowners with a variety of homestead preservation-related services such as applying for homestead exemptions and protesting property valuations.
- ◆ In 2024, the two organizations launched the Pilot West Dallas Property Tax Assistance Program (PTAP) to provide direct financial assistance to low-income, legacy homeowners who have lived in West Dallas for over 10 years. In its first year, the program received and processed over 150 applications. The West Dallas PTAP is made possible through the generous philanthropic support of The Dallas Foundation, the JPMorgan Chase Foundation, and the Lukirain Partners Fund at The Dallas Foundation.

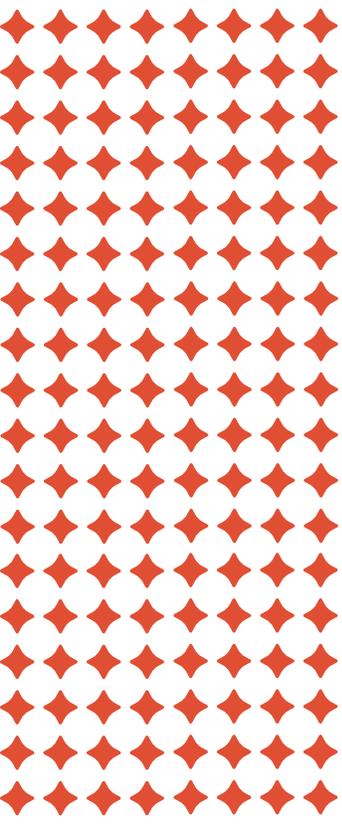


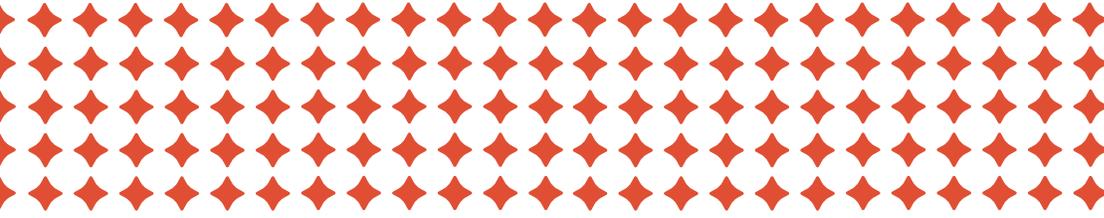
iii. Targeted Home Repair Programs

Helping vulnerable homeowners make necessary repairs on their homes is one of the most effective ways of keeping residents in their homes and preserving naturally occurring affordable housing in rapidly gentrifying neighborhoods. In areas where there are relatively high rates of homeownership amongst vulnerable residents, repairing and securing homesteads and ensuring the protection and succession of generational wealth is crucial to neighborhood stabilization. Targeted home repair programs help direct and prioritize critical funding and resources to areas and homeowners who need it most.

The City of Dallas has previously created several targeted home repair programs in various neighborhoods based on the opportunity and availability of funding. The City's Targeted Rehabilitation Program (TRP), launched in 2020, had sub-programs in West Dallas and Tenth Street – two neighborhoods where vulnerable homeowners have been hard-hit by displacement pressures. Later, the City utilized ARPA funds to create the ARPA Neighborhood Revitalization Program with a targeted focus on communities that had been disproportionately impacted by the Covid-19 pandemic – Joppa, Tenth Street, and Five Mile. Both programs were successful in providing critical repairs to vulnerable homeowners in high-need neighborhoods.

The City also recently restructured its Home Improvement and Preservation Program (HIPP) to simplify and consolidate its home repair offerings and now applies funding dedicated to targeted issues to the one main program. This consolidation resulted in the creation of the Major Systems Repair Program which is intended to address the main systems needed to keep the home functioning as well as the Emergency Home Rehabilitation Program that focuses solely on emergency situations that pose immediate threats to health and safety. These changes make it easier for vulnerable homeowners in gentrifying neighborhoods to apply for critical home repairs. With continued support from the City Council, **the City of Dallas could secure additional funding and resources to sustain efforts in addressing home repair needs and serve more vulnerable homeowners in gentrifying neighborhoods.**





In addition to city programs, local nonprofit organizations can create their own home repair programs to meet the needs of specific neighborhoods or vulnerable communities. In many ways, grassroots and community-based organizations are better suited than government agencies to administer home repair programs because they have spent time building trust and establishing long-term relationships with residents and communities and have access to more flexible funding sources to better serve specific vulnerable populations like immigrant families or heirs' property owners. Local nonprofit community development organizations like Builders of Hope CDC, Jubilee Park & Community Center, Frazier Revitalization, and the SERUN Foundation (last two spotlighted below) operate successful targeted home repair programs in their respective service areas.

SPOTLIGHT ON Frazier Healthy Homes Program

- ◆ Launched in 2022, Frazier Revitalization's Healthy Homes Program provides home repairs and renovations to cost-burdened, legacy homeowners in the Bertrand neighborhood in South Dallas in order to improve living conditions for vulnerable residents, preserve affordable housing, and mitigate neighborhood displacement. Frazier's holistic approach to community development underscores the idea that ensuring vulnerable residents feel safe and cared for is a prerequisite to engagement and empowerment activities. In light of this vision, Frazier couples its home repair program with wraparound support services and place-based neighborhood trainings, building both trust and power within the community.

SPOTLIGHT ON The SERUN Foundation

- ◆ Founded in 2021, The SERUN Foundation (Socioeconomic Revitalization of Urban Neighborhoods) is a grassroots community organization that focuses on creating solutions to systemic issues that plague vulnerable communities, such as environmental pollution, illegal dumping, and discriminatory code enforcement.
- ◆ SERUN's Get Up 2 Code (GU2C) program helps vulnerable homeowners respond to critical code violations, like Substandard Structures, to address health and safety issues in their homes, preserve their properties, and avoid crippling fines. SERUN also partners with the City of Dallas' Department of Code Compliance to organize regular community clean-ups through their Clean the Block Initiative. Grassroots organizations like The SERUN Foundation are actively combatting gentrification and displacement by serving, empowering, and mobilizing residents in vulnerable communities.

iv. Fair Lending Education and Enforcement

As property values increase in gentrifying neighborhoods, homeowners may try to access the increased equity in their homes to offset the rising cost of property taxes and other expenses. Black and Hispanic homeowners are disproportionately targeted and victimized by predatory lending products with excessive rates and fees that threaten to destabilize their housing security. Ensuring homeowners can access safe and non-predatory loan products enables them to securely leverage the increased equity in their homes and benefit from neighborhood revitalization.

The City of Dallas can assist vulnerable homeowners by improving access to fair lending education in gentrifying neighborhoods and enhancing enforcement of fair lending laws.

C. Increasing Access to Homeownership for Vulnerable Residents in Gentrifying Neighborhoods

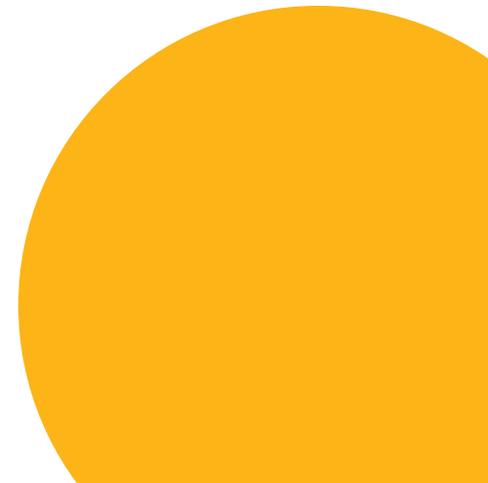
i. Anti-Displacement Homebuyer Assistance Programs

Down payment assistance is a fundamental tool in facilitating the homebuying process for low-to moderate-income households and creating new first-time homeowners. The City of Dallas currently has an Anti-Displacement Homebuyer Assistance Program, also known as DHAP10, which offers financial assistance of up to \$50,000 for long-time Dallas residents to purchase a home within the city limits, with the goal of retaining Dallas residents. The City also has a program that targets specific occupations to help attract and retain first responders and health care workers in the city. In order to better achieve its stated displacement mitigation goals and assist more vulnerable residents at risk of displacement, **the City of Dallas should continue to fund DHAP10 to specifically serve legacy residents of gentrifying neighborhoods and help them purchase homes within their communities.**

ii. Community Homeownership Loan Funds

Helping low-income households access safe and affordable financing is essential to creating access to homeownership opportunities. Community homeownership loan funds, typically administered by community development financial institutions (CDFIs), provide affordable loans with favorable terms and low interest rates to low- and moderate-income households.

The City of Dallas can partner with local CDFIs to create community homeownership loan funds that help vulnerable residents in gentrifying neighborhoods access safe and affordable financing to purchase and maintain their homes.



GOAL #2: Preserving And Constructing Affordable Housing That Is Appropriately Targeted To Existing And Future Vulnerable Residents

A. Preserving the Existing Affordable Housing Stock in Gentrifying Neighborhoods

i. Affordable Housing Preservation Network

In the City of Dallas, we are currently losing affordable housing units far faster than we are replacing them, and we are projected to lose many more in the coming years. According to data published in the spring of 2023 by the Child Poverty Action Lab (CPAL), the City of Dallas currently has a 33,660-unit rental supply gap for households earning 50% of the Area Median Income (AMI) and below.²⁹ By 2030, that gap is expected to grow to 83,500 units. A key driver of the widening gap is a projected loss of almost 54,000 units of naturally occurring affordable housing (NOAH),³⁰ representing an 87% decrease in existing supply. In gentrifying neighborhoods, these affordable housing units are especially difficult to maintain and preserve, given rapidly rising property values and owners' desire to maximize potential ground rents.

To support the preservation of affordable housing in gentrifying neighborhoods with high concentrations of multifamily apartment complexes, **the City can facilitate the establishment of an affordable housing preservation network to collectively monitor and track at-risk multifamily properties and collaborate on preservation strategies including property acquisition and rehabilitation.**

The City can do this through dedicating staff time and resources to coordinate preservation efforts and regularly convene the preservation network, creating and managing a citywide database to track at-risk properties, adopting a right-to-purchase ordinance, and establishing a public-private strike fund for acquisitions. Public corporations such as the Dallas Public Facilities Corporation (DPFC), Dallas Housing Finance Corporation (DHFC), and the new Dallas Economic Development Corporation (DEDC) can also play key roles in preservation strategies by prioritizing the acquisition, rehabilitation, and long-term affordability of both previously subsidized and naturally occurring affordable housing developments.

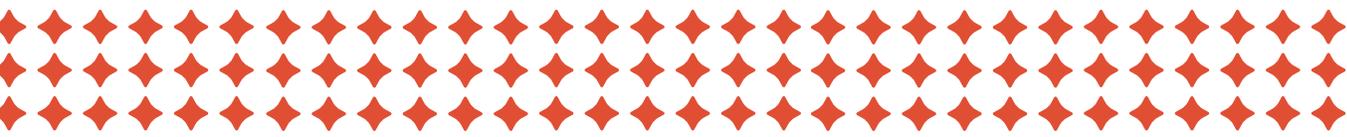
The **creation and maintenance of a comprehensive database to track at-risk properties** is a critical tool in any preservation effort. This database should include detailed information regarding key indicators of vulnerability including expiring subsidies and land use restrictions, building conditions, code violations, and any other habitability concerns sourced by stakeholders on the ground. Detailed data provides preservation-minded organizations with key insights into which affordable properties may be most at risk of redevelopment and which would be the best candidates for preservation.

The City can also assist preservation efforts by **adopting a right-to-purchase ordinance** granting government agencies, tenant associations, and preservation organizations purchase rights and rights of first refusal to acquire at-risk properties. A purchase right typically affords preservation-minded organizations the right to purchase properties exiting existing affordability programs at fair market value, while a right of first refusal (ROFR) provides the right to match a private offer to purchase during a set timeframe. Both can extend to all multifamily complexes, regardless of whether they previously participated in any affordability program. Washington, D.C., and Chicago are examples of cities with comprehensive preservation programs and right-to-purchase ordinances.

Finally, the City can further support preservation efforts by **establishing a public-private strike fund** to offer quick, flexible, and low-cost financing to preservation organizations for acquisitions and rehabilitation. These funds, often referred to as “strike funds” or “layered funds” combine public, private, and philanthropic dollars, creating a structure that allows for greater flexibility than typical government subsidy programs.

ii. Displacement Mitigation Zoning Overlay

Gentrifying neighborhoods across Dallas are experiencing an influx of new, intrusive, and incompatible housing development that is threatening the residential and cultural character of these vulnerable communities. It is a common sight in many of these neighborhoods to see brand-new, three- or four-story “McMansion”-style homes towering over 50-year-old single-story wood



frame structures. The juxtaposition is jarring to any observer. Existing zoning tools and regulations such as Neighborhood Stabilization Overlays (NSOs) or Conservation Districts have unfortunately not proven effective in these vulnerable communities. Both are overly cumbersome to establish and maintain, and the NSO specifically has limited regulatory authority.

To remedy this, **the City of Dallas should create a new displacement mitigation zoning overlay to preserve and stabilize the physical and built character of rapidly gentrifying single-family neighborhoods with high concentrations of naturally occurring affordable housing (NOAH) that are at increased risk of teardowns and redevelopment.** This new zoning overlay should incorporate design standards that draw from the existing residential development in the area to regulate height, square footage, and roof type, at a minimum. It can also consider the inclusion of porches and garage placement, where appropriate to preserve neighborhood character. The City Council has already taken steps toward this goal by adopting specific displacement mitigation overlay policy language in its updated comprehensive land use plan, ForwardDallas 2.0, and through the consideration of similar language and tools in its development of the South Dallas/Fair Park Area Plan.

iii. Targeted Home Repair Programs (see Subgoal 1Biii)

As discussed in the previous section, targeted home repair programs are an incredibly effective tool both in preventing the direct displacement of vulnerable homeowners and in preserving the existing stock of naturally occurring affordable housing units within rapidly gentrifying neighborhoods. (See Subgoal 1Biii for more.)

B. Creating New Affordable Housing Options to Serve Current and Future Vulnerable Households in Gentrifying Neighborhoods

i. Strategic Land Banking

When done appropriately, land banking for affordable housing can be a powerful tool for mitigating residential displacement in neighborhoods experiencing and/or susceptible to gentrification. In areas with rapidly rising land values or where land values are anticipated to rise, acquiring land early and removing it from the speculative real estate market protects the possibility of future affordability in those areas. Land banking programs are most effective when they are coupled with public land for affordable housing policies (see Subgoal 2Bii), right-priced affordable housing policies (Subgoal 2Ci), and shared equity housing models (Subgoal 3Ci), all of which help ensure the programs are successful in creating and preserving long-term affordable housing units that meet the needs of vulnerable residents and neighborhoods.

The City of Houston serves as an example of effective strategic land banking for long-term affordability and neighborhood transformation and stabilization. The Houston Land Bank (HLB) thoughtfully and strategically acquires, stewards, and conveys vacant, abandoned, and damaged properties and facilitates the development of affordable housing to support community and economic development in historically underserved Houston neighborhoods. Partnering with the City of Houston's Housing and Community Development Department and Houston Community Land Trust, the HLB prioritizes the sale of new homes to households earning 80% of the Area Median Income (AMI) and below. The HLB also actively assists in the assessment, cleanup, and redevelopment of brownfields sites in historically underserved communities, offering free assessments and planning support for proposed brownfields redevelopment projects – costly endeavors that often place debilitating burdens on nonprofit and affordable housing developers here in Dallas.

The City of Dallas can better utilize its existing land bank program, the Dallas Housing Acquisition and Development Corporation (DHADC), to further anti-displacement goals by adopting a strategic land banking policy that prioritizes the acquisition and land banking of vacant lots in gentrifying neighborhoods.

This policy should also consider the acquisition of aging homes that come up for sale and placing them in a Community Land Trust (discussed more in Subgoal 3Ci). Additionally, the creation of a Land Acquisition Fund could support this strategy by facilitating the DHADC's swift acquisition of lots.

ii. Public Land for Affordable Housing Policy

The City of Dallas and other public entities including Dallas Area Rapid Transit (DART) and the Dallas Independent School District (DISD) have significant land holdings in numerous neighborhoods experiencing or susceptible to gentrification. Without an explicit policy setting this land aside for affordable housing, it could potentially be sold and developed for uses that exacerbate rather than mitigate existing displacement pressures for vulnerable residents.

To circumvent this, **the City of Dallas should adopt a Public Land for Affordable Housing Policy that prioritizes the construction of long-term and deeply affordable housing on publicly owned land to serve vulnerable residents in gentrifying neighborhoods.**

This policy should set clear and enforceable standards regarding specific income targets and the minimum amount of affordable housing that must be included on redeveloped parcels of publicly owned land. It can also consider the incorporation of neighborhood-based restrictions to meet community-identified needs such as tenant protections for rental properties and preference policies for specific priority groups such as voucher holders or legacy residents.

iii. Comprehensive Density Bonus Program

The recent adoption of the City's new comprehensive land use plan, ForwardDallas 2.0, has stirred up both significant excitement and trepidation around the idea of increased density in residential neighborhoods and what it could potentially mean for housing affordability. Many housing advocates and "YIMBYs"³¹ have championed increased density, parking reductions, and the general deregulation of zoning and land use laws as the primary policies for making housing more affordable in Texas. However, a recent report published by Texas Housers shows that



increased density and land use deregulation alone are likely insufficient to address the housing affordability needs for the majority of cost-burdened households in Texas and that additional funding and programs are needed to support low-income and cost-burdened residents across the state.³² Through an anti-displacement lens, increased density and residential “up-zoning” can also contribute to gentrification and displacement pressures by increasing land values, incentivizing the teardown of naturally occurring affordable housing units, and changing the physical and built character of an established neighborhood.

For these reasons, we advocate for tying density to deed-restricted affordability requirements to ensure that a portion of newly constructed units are sold or rented to low- to moderate-income households. In gentrifying neighborhoods where land values are rapidly increasing and affordable housing becomes more expensive to build, density bonus programs that require the inclusion of income-restricted affordable housing in exchange for increased zoning and land use entitlements can leverage the power of accelerating housing markets to include affordable units in otherwise market-rate developments. When structured properly, density bonuses can be an effective tool in creating more affordable units and more mixed-income housing overall.

The City of Dallas currently has a density bonus program for multifamily housing called the Mixed Income Housing Development Bonus (MIHDB), but no program currently exists for single-family developments. The City can better address the affordable housing needs of vulnerable families in gentrifying neighborhoods by **establishing a single-family density bonus program to ensure that new housing development projects seeking increased zoning and land use entitlements in gentrifying neighborhoods are appropriately priced for low- and moderate-income families.** The City Council recently approved policy language to create such a program in ForwardDallas 2.0. In addition to establishing a new single-family density bonus program, **the City should also take steps to strengthen and expand its existing MIHDB program to better serve more vulnerable residents at lower income levels.**

C: Ensuring that
Affordable Housing
Programs Appropriately
Serve Existing and Future
Vulnerable Residents

**i. Right-Priced
Affordable Housing
Policy**

According to the 2023 study from the Child Poverty Action Lab (CPAL) referenced earlier in this section, Dallas currently has a 33,660 rental unit supply gap for its lowest-income households – those earning 50% of the area median income (AMI) and below. There is currently no supply gap for households making above 50% AMI, although city programs continue to prioritize households making up to 80% AMI and above for rental subsidies. A recent report on housing affordability from the Texas Comptroller affirmed the need for “more funding for low- to moderate-income housing programs and incentives to increase the supply of housing at the price range where it is most needed.”³³

To better serve its most vulnerable residents and ensure that public subsidies align with demonstrated needs, **the City of Dallas should adopt a Right-Priced Affordable Housing Policy for all city housing programs that would lower existing income targets to prioritize households earning 50% AMI and below for rental units and 80% AMI and below for homeownership units.**

**ii. Targeted Marketing
Of Affordable Units To
Vulnerable Residents**

Intentional outreach and targeted marketing of affordable units to vulnerable residents in gentrifying neighborhoods can greatly increase the ability of these residents to become aware of and apply for existing vacancies in their neighborhoods, mitigating community displacement.

The City of Dallas should require targeted marketing plans for all units in city-subsidized or incentivized housing developments to ensure that vacant affordable units in gentrifying neighborhoods are strategically marketed to vulnerable residents while complying with fair housing requirements.

**iii. Community
Preference (“Right To
Return”) Policy**

As discussed in the previous section, Community Preference Policies are useful tools in preventing the displacement of existing vulnerable residents and ensuring their right to stay in their communities, as well as creating the opportunity for previously displaced residents and their descendants to return. (See Subgoal 1Aiv for more.)

GOAL #3: Building And Resourcing Community Power To Promote Neighborhood Self-Determination And Community Stewardship Of Land And Business Development

A. Create or Support and Expand Existing Neighborhood Community Capacity-Building Initiatives

i. Funding for Tenant and Community Organizing

Effective and sustained tenant and community organizing is essential to building the capacity of vulnerable residents to respond to changes in their housing and neighborhood conditions and to better advocate for their needs. Unfortunately, those who are most vulnerable to displacement are also those who face the greatest barriers to public participation. To level the playing field, we must provide accessible educational resources and tools to empower resident advocacy in gentrifying neighborhoods.

The City of Dallas and local philanthropic organizations can better support vulnerable residents in gentrifying neighborhoods by funding grassroots organizing efforts that provide accessible and culturally competent outreach, education, and training that empowers resident advocacy.

This ensures that vulnerable residents are equipped with the information and resources they need to avoid and minimize eviction and displacement and become active participants in, rather than victims of, neighborhood revitalization efforts.

***SPOTLIGHT ON* RAYO Planning**

- ◆ Formed in 2021, RAYO Planning is a Dallas-based nonprofit that educates and empowers residents in historically marginalized communities to fight for environmental, housing, and economic justice. Through community education, neighborhood planning, and direct advocacy, RAYO centers the lived experience of residents on the front lines of neighborhood injustices to promote policy solutions that are equitable, inclusive, and culturally sustaining. In 2023, RAYO launched its People Powered Planning Academy for Racial Justice (PPPA), a five-week course designed to empower grassroots leaders to participate fully in planning, land use, zoning, and public policy processes. The first two PPPA cohorts were focused on Oak Cliff and Pleasant Grove, with many more Dallas neighborhoods yet to benefit from the program.

SPOTLIGHT ON Somos Tejas

- ◆ Somos Tejas is a Dallas-based nonprofit dedicated to building power in Latino communities through increased civic engagement and neighborhood organizing. Somos Tejas' unique civic engagement program looks beyond individual elections and candidates to focus on ongoing and pressing community-wide concerns. A key component of Somos Tejas' model is supporting the growth and advocacy of neighborhood associations in underrepresented areas by providing essential resources such as start-up funding, organizational infrastructure coaching, and assistance with community outreach to help neighborhoods organize around pertinent issues affecting their communities. Somos Tejas played a central role in launching and growing several Oak Cliff neighborhood associations and grassroots advocacy groups to increase community awareness and participation in the city-initiated West Oak Cliff Area Plan (WOCAP).

ii. Capacity-Building Support and Incubation of Neighborhood-Based CDCs

Community development corporations (CDCs) and other community-based organizations are uniquely positioned to facilitate anti-displacement neighborhood planning and provide housing options that meet locally identified community needs. By design, CDCs are accountable to the communities they serve because their boards of directors must include community representation. High-capacity CDCs can develop real estate projects for both residential and commercial uses to further their mission of serving low-income families and neighborhoods. CDCs can also operate other programs and services as needed to meet the specific needs of the communities they serve (e.g., home repairs, financial literacy counseling, small business loans, etc.). Unfortunately, there are far too few CDCs in Dallas, and those that exist have limited capacity to meet the housing needs of vulnerable residents in gentrifying neighborhoods.

The City and local philanthropy can support community development organizations in Dallas by establishing a Community Capacity-Building Fund and participating in funding collaboratives that support organizational capacity-building.

These initiatives could provide training, mentorship, technical assistance, and access to capital to fund affordable housing and other impactful community-serving projects. Programs like the Community Developers Roundtable, spotlighted below, are essential to growing CDC capacity and strengthening the CDC ecosystem in Dallas.

SPOTLIGHT ON Community Developers Roundtable

- ◆ The Community Developers Roundtable (CDR), an initiative of Innovan Neighborhoods and BCL of Texas, was launched in 2022 with the goal of growing the impact of diverse, community-oriented real estate developers in Dallas in order to increase the production of affordable housing and neighborhood amenities in historically disinvested communities. In its first year, the program supported a cohort of 15 diverse developers – including three CDCs – over nine months. These developers benefited from monthly training sessions, 1:1 professional coaching services and financial consultations, stipends for staff development, and access to a dedicated predevelopment fund providing low-interest, partially forgivable debt for hard-to-capitalize stages of development.

B. Incorporate Inclusive and Equitable Anti-Displacement Strategies in City Planning and Development Decisions

i. Citywide Comprehensive Community Engagement Strategy

Ensuring the active participation of residents most at risk of displacement in decision-making processes that impact neighborhood change is essential to creating and preserving equitable and culturally sustainable communities. For far too long, these voices have been historically and systemically excluded from public participation. By empowering, uplifting, and centering community voices in development decisions impacting neighborhood change, we can mitigate displacement pressures for vulnerable residents and achieve more equitable outcomes for all.

A comprehensive, effective, and culturally competent community engagement strategy should include: 1) an understanding of the target community including its demographic make-up and accessibility needs; 2) the utilization of diverse and accessible forms of outreach and participation; 3) the timely provision of



relevant information that is clear and easy to understand; 4) meaningful opportunities to provide community input; and 5) follow-up communications regarding how community input was incorporated into official decision-making processes. The strategy should also include clear and measurable goals for engagement outcomes and thoughtful consideration of who is and is not participating, adjusting outreach efforts as needed to achieve equitable representation.

To better support inclusivity and equity in municipal decision-making processes, **the City of Dallas can develop and implement a comprehensive community engagement strategy to ensure that all impacted residents, including renters, are appropriately notified and engaged in neighborhood planning, zoning, and development projects.** The City Council has recently taken steps toward this goal by approving policy language related to a comprehensive engagement strategy in ForwardDallas 2.0.

ii. Support for Neighborhood-Led Planning Efforts

Resident-led neighborhood plans are effective tools for building community power and realizing a historically marginalized community's right to self-determination. Neighborhood-led plans are resident-led and initiated, as opposed to city-initiated, and are better equipped to respond to and act on community-identified goals and priorities. Neighborhood-led plans can also advance displacement-mitigation goals by setting and enforcing an inclusive and equitable vision for future community and economic development in gentrifying neighborhoods.

The City of Dallas had a clear and defined process for neighborhood-led planning efforts that was temporarily paused during the development and adoption of ForwardDallas 2.0, leaving several neighborhoods in jeopardy without a path forward to plan adoption. In response to strong community advocacy and led primarily by the Coalition for Neighborhood Self-Determination (mentioned in the spotlight below), the City reintroduced a draft Neighborhood Planning Process, which has yet to be made official.



The City of Dallas can better support neighborhood-led planning efforts in gentrifying communities by officially restoring the path to policy for neighborhood-led plans and by prioritizing city support for neighborhood-led planning efforts in actively gentrifying and vulnerable communities.

SPOTLIGHT ON The Neighborhood Self-Defense Project

- ◆ The Neighborhood Self-Defense Project (NSDP), an initiative of local environmental advocacy group Downwinders at Risk, assists neighborhood organizations in the creation, adoption, and implementation of grassroots land use plans that reflect the community's vision for their neighborhood. Since 2020, the NSDP has crafted two neighborhood-led land use plans in partnership with grassroots groups and neighborhood associations in Floral Farms and the Singleton Corridor in West Dallas. The citywide Coalition for Neighborhood Self-Determination was established the following year to bolster the grassroots efforts of these neighborhoods in advocating for their respective plans and has been the primary champion for restoring the path to policy for neighborhood-led plans. The Coalition remains active in supporting the local efforts of its member organizations and fighting for environmental justice, fair and affordable housing, and neighborhood self-determination for all communities in Dallas.

iii. Community Impact Analyses for Proposed Projects

Community impact analyses require developers and public agencies to assess the potential impact a proposed development, zoning change, or public investment may have on a vulnerable community. Many cities, including Austin and San Antonio, have adopted impact analyses with various focuses including housing affordability, displacement, and racial equity. San Antonio's pilot Displacement Impact Assessment (DIA) requires all new construction development projects seeking housing bond funding from the city to assess the project's proposed displacement impact on vulnerable residents in "at-risk" census tracts.³⁴ Community impact analyses help elected and appointed officials make more informed and equitable



decisions when deciding whether or not to support a proposed project within a vulnerable neighborhood. They also afford community stakeholders an opportunity to better understand how a proposed project may impact them so they can effectively advocate for displacement mitigation measures in the public approval process. To increase awareness of and better respond to potentially harmful projects in vulnerable communities, **the City of Dallas should adopt a policy requiring developers to conduct community impact analyses for all proposed developments, zoning changes, and public investments, etc., in gentrifying neighborhoods.**

C. Encourage and Facilitate Community Ownership and Stewardship of Land and Business Development

Our current housing affordability crisis is caused not just by a shortage of units but also by the hyper-commodification of housing, which treats it purely as an asset and investment and not as an essential good to be used. One approach to housing justice is the idea of “decommodification,” the decoupling of housing access from one’s ability to pay.³⁵ Three ways to accomplish this are: 1) creating publicly owned, permanently affordable housing; 2) limiting speculation and profitmaking in the housing market; and 3) facilitating community and collective ownership of land.³⁶ Some of these strategies are discussed below.

i. Shared Equity Housing Models

Shared equity housing is an affordable housing strategy that creates access to homeownership for families with modest incomes and ensures long-term affordability in the community. This is typically achieved through a Community Land Trust model (discussed more in Subgoal 3Cii below), in which ownership is shared between a homeowner and a community-based nonprofit organization or through an initial subsidy coupled with long-term affordability compliance periods, resale restrictions, and rights of first refusal to ensure that the subsidy is passed on from one family to the next in order to maintain permanent affordability of the unit. Shared equity

housing models create a new pathway to stable homeownership for long-term renters and allow them to remain in their neighborhoods as housing costs rise. They also protect the initial public subsidy invested into each unit by creating permanent affordability that remains with the unit and is passed on to future vulnerable families.

In contrast to traditional models of public subsidy that work to “buy down” the sales price of a home for an individual buyer in exchange for limited affordability compliance periods, shared equity housing models create permanent affordable units, helping to stabilize both families and communities in the long term. The City of Austin currently offers both traditional down payment assistance and shared equity options for income-qualified, first-time homebuyers. The City of Dallas can better protect its investments in affordable housing in gentrifying neighborhoods and maximize its returns by **incorporating and prioritizing shared equity housing models in all city programs.**

ii. Community Ownership of Residential and Commercial Property

Increasing opportunities for community ownership of residential and commercial property is one of the most transformative ways of building community power in gentrifying neighborhoods. **The City of Dallas can facilitate community ownership of residential and commercial real estate through tools like Community Land Trusts (CLTs) and Community Investment Trusts (CITs),** discussed below.

A Community Land Trust (CLT) is an affordable housing model designed to produce permanently affordable, resale-restricted homeownership for low-income families. CLT organizations can counter gentrification by buying and holding land, permanently removing it from the speculative real estate market, and then conveying the use of that land via a 99-year, inheritable ground lease to income-eligible, qualified homeowners. In a CLT, ownership of the land and the home are separate; the land is owned by an organizational entity, while the home is owned by an individual or family. CLTs preserve affordability by factoring the cost of the land out of the price of the home, restricting the future resale value of the home, and reducing the homeowner’s property tax liability. Essential to the classic CLT model is its tripartite board, which includes

CLT homeowners, community members, and public stakeholders. The CLT structure can be used for single-family homes, multifamily apartments, or mixed-use and commercial developments. Guaranteed community representation on the CLT board creates community transparency, accountability, and control.

A Community Investment Trust (CIT) is an innovative financial model that promotes community wealth building in historically marginalized neighborhoods by offering a long-term path to collective, communal ownership of real estate. Pioneered by Mercy Corps in East Portland, Oregon, the CIT model affords low-income and first-time investors an opportunity to invest in and benefit from community-serving real estate projects in their neighborhoods for as low as \$10-\$100 per month, promoting community stewardship of real estate and economic mobility for vulnerable residents and communities.

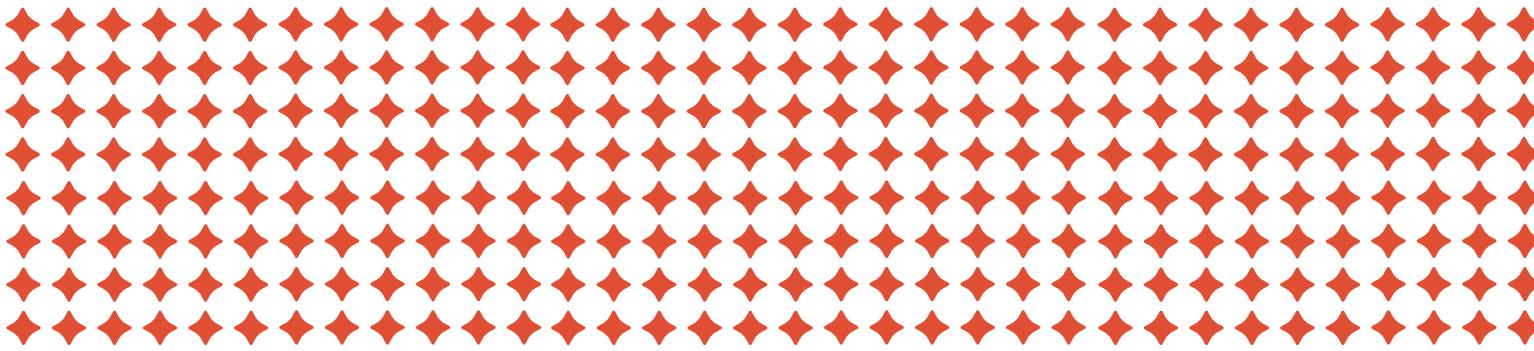
iii. Community Benefits Agreements

Community Benefits Agreements (CBAs) are powerful tools for mitigating the harms and displacement pressures of large-scale development projects in vulnerable communities. A CBA is a legally binding contract between a developer and an organized coalition of community groups regarding a specific development project wherein the developer agrees to provide site-specific benefits to the community in exchange for the community's support of the project. Benefits can include affordable housing units, economic development, environmental remediation, and/or other community considerations. When structured and executed properly, CBAs can give impacted residents a meaningful voice in real estate development, mitigate harmful externalities including displacement pressures, bring much-needed amenities to underserved communities, and maximize returns on local government investment in development projects. Negotiated CBA benefits can be incorporated into development agreements between a developer and a city, allowing the city to assist communities with monitoring and enforcement. The City of Dallas can better support communities in their efforts to negotiate more equitable outcomes with developers by **encouraging and supporting the use of neighborhood-led CBAs** in vulnerable communities and conditioning project approval on the community's support.

CONCLUSION

The urgent challenges and displacement pressures posed by gentrification in Dallas necessitate immediate and decisive action. As this report outlines, the rapid transformation of urban neighborhoods is not merely a trend or the natural cycle of neighborhood development, but a complex phenomenon driven by historical injustices, economic priorities, and policy decisions that have disproportionately impacted and harmed communities of color. The voices of vulnerable Dallas residents have long echoed the need for change, and it is imperative that policymakers heed their calls. Dallas is at a defining moment, and a failure to act could result in a drastic and irreversible change in the cultural, demographic, and economic make-up of our city.

By adopting and implementing the recommended strategies outlined in this report, Dallas can foster an equitable, inclusive, and culturally sustainable environment in which vulnerable residents have the right to stay in their homes and communities and participate in the economic revitalization of their neighborhoods. The path forward is clear if we have the courage to walk it together. With a commitment to protecting and uplifting our most vulnerable residents and preserving our historically and culturally rich communities, we can create a city that honors its legacy while welcoming all who wish to call it home.



ENDNOTES

Part 1

1 Glass, Ruth. *London: Aspects of Change*. London, MacGibbon & Kee, 1964.

2 Moskowitz, Peter. *How to Kill a City: Gentrification, Inequality, and the Fight for the Neighborhood*. New York, Nation Books, 2017, pp. 22-23.

Part 2

3 Census tracts were used as a proxy for neighborhoods. Tracts were included if: 1) the tract has some area located at least partially within the City of Dallas and 2) the area within the City of Dallas has at least some population of residents.

4 The Census updates its neighborhood boundaries as a part of the Decennial Census; thus, the boundaries of Census tracts differ across the project study period. This project uses boundaries from the 2020 Census and interpolates the data from other years to those boundaries. The method of interpolation was a custom dasymetric interpolation using housing unit counts from appraisal districts in Dallas, Collin, Tarrant, and Denton Counties. These counties comprise roughly 80% of the population of Dallas-Ft. Worth. For the remaining counties, population-weighted areal interpolation was used.

5 Bates, Lisa. *Gentrification and Displacement Study: Implementing an Equitable Inclusive Development Strategy in the Context of Gentrification*, May 2013, <https://www.portland.gov/bps/planning/adap/gentrification-and-displacement-studies>.

6 Way, Heather, et al. *Uprooted: Residential Displacement in Austin's Gentrifying Neighborhoods and What Can Be Done About It*, 2018, <https://sites.utexas.edu/gentrificationproject/..austin-uprooted-report-maps/>.

7 The first four vulnerability indicators were used in the original Bates method. We included the fifth – families with children living in poverty – which was added by the Austin study.

8 The American Community Survey (ACS) was the main data source used for identifying vulnerable populations. The ACS samples approximately 3% of a geography's population annually and produces statistically sound estimates for dozens of variables.

9 We used ACS data for measuring demographic change. At the time of project development, the ACS 2017–2021 dataset was the most recent ACS dataset published. Neighborhood change was assessed over a 10-year period beginning in 2011. For that beginning year, ACS 2007–2011 data was used. Thus, the data used shows changes over the year ranges of 2007–2011 to 2017–2021.

10 Income was measured as percent change in median household income over time, while race and ethnicity, homeownership, and educational attainment were measured as percentage point changes over time. For example, if homeownership went from 20% to 60%, that would be a 40-percentage point increase but a 300 percent change.

11 In our study's biggest deviation from the previous methodologies utilized in Portland and Austin, we expanded the housing market dataset to include building permits and the rate of home sales to track the variety of ways that housing markets can change during gentrification. We also included two additional market categories, Sustained and Stable, to capture neighborhoods that were eligible for market change but did not experience that change (Stable) and neighborhoods that had strong real estate markets throughout the study period (Sustained).

12 Our data partner, Reinvestment Fund, was the main data source for measuring housing market strength and change. Reinvestment Fund has collected home sales and building permit data in Dallas from 2010 through 2022. Because housing markets can change more quickly than population demographics, the most recent housing market data from 2021–2022 was used to develop this methodology. Change was tracked from 2011–2012 to 2021–2022.

13 Factor analysis is a way to reduce several variables into a smaller number of measures based on commonalities between the input variables. See e.g., Tavakol, Moshen and Angela Wetzel, *Factor Analysis: a means for theory and instrument development in support of construct validity*, *International Journal of Medical Education*, November 2020: pp 245-247, stating 'Factor analysis (FA) allows us to simplify a set of complex variables or items using statistical procedures to explore the underlying dimensions that explain the relationships between the multiple variables/items.'

14 Neighborhoods with fewer than 10 residential home sales in either 2011/2012 or 2021/2022 were not classified based on home price change to ensure statistical reliability. Those neighborhoods could be classified based on the change in rents, however.

15 Tracts were only classified based on median rent levels if the tracts had a majority of renter households in the most recent ACS. This was to ensure majority-homeowner-occupied tracts were not classified based on median rent levels.

16 A less strict threshold was used for rental market change than homeowner market change because renter households are generally lower income and about twice as likely as homeowners to be cost burdened. Renter households are therefore more vulnerable to rapidly increasing costs in the housing market.

17 Tracts that are 'Sustained,' 'Accelerating,' or 'Appreciated' could also be considered 'Adjacent' for the Gentrification Typology if they otherwise did not meet the definition of one of the neighborhood categories. For example, an 'Appreciated' tract that has a vulnerable population but did not experience demographic change would not meet any of the neighborhood categories. If that tract was also adjacent to

another ‘Accelerating’ or ‘Appreciated’ tract, it was defined as ‘Adjacent’ for purposes of the Gentrification Typology.

18 That is, if 50% or more of the border of the tract was shared in total with tracts that are experiencing market pressure. For example, if a given tract shared 35% of its boundary with a neighboring ‘Appreciated’ tract and 20% with a neighboring ‘Sustained’ tract, the tract was considered ‘Adjacent’ because a total of 55% of the tract’s border was shared with tracts that are experiencing market pressure.

19 Following Austin’s model, we added a sixth category of continued or ‘Historic Loss’ to capture neighborhoods that may have experienced the displacement of vulnerable residents prior to the timeframe of our study.

20 Data from IPUMS National Historic GIS (NHGIS) was used to track changes by single race/ethnicity from 2000 to 2020 and 2010 to 2020. This data was preferred because NHGIS standardizes race and ethnicity data across Census tract geographies from 2000 to 2020 through their time series tables. For more detail on their process, see <https://www.nhgis.org/time-series-tables> (accessed June 14, 2024). Steven Manson, Jonathan Schroeder, David Van Riper, Katherine Knowles, Tracy Kugler, Finn Roberts, and Steven Ruggles. IPUMS National Historical Geographic Information System: Version 18.0 [dataset]. Minneapolis, MN: IPUMS. 2023. <http://doi.org/10.18128/D050.V18.0>.

Part 3

West Dallas Case Study

21 “The Dallas Barrios Map.” Dallas Mexican American Historical League, <https://www.dmahl.org/the-dallas-barrios>. Accessed 20 Mar. 2024.

22 “Sports Arena TIF District.” City of Dallas Economic Development, <https://www.dallasecodev.org/369/Sports-Arena-TIF-District>. Accessed 25 Mar. 2024.

Vickery Meadows Case Study

23 Vickery Meadow TIF District FY 2022–2023 Annual Report. City of Dallas, p. 4, <https://www.dallasecodev.org/DocumentCenter/View/4774/Vickery-Meadow-TIF-Annual-Report-FY2022-2023-PDF>. Accessed 10 May 2024.

24 “Vickery Meadow TIF District.” City of Dallas Economic Development, <https://www.dallasecodev.org/417/Vickery-Meadow-TIF-District>. Accessed 10 May 2024.

25 Vickery Meadow TIF District FY 2022–2023 Annual Report. City of Dallas, p. 20, <https://www.dallasecodev.org/DocumentCenter/View/4774/Vickery-Meadow-TIF-Annual-Report-FY2022-2023-PDF>. Accessed 10 May 2024.

26 Id.

Part 4

Goal 1

27 Junk fees are hidden or excessive charges that tenants must pay their landlords in addition to rent.

28 Tex. Prop. Code. Sec. 92.331(a)(4)

Goal 2

29 Child Poverty Action Lab, Rental Housing Needs Assessment, Spring 2023, https://childpovertyactionlab.imgix.net/CPAL_RentalHousingNeedsReport.pdf. Accessed 5 May 2023.

30 Naturally occurring affordable housing or “NOAH” units refers to unrestricted affordable housing units that are not subsidized by government programs. NOAH properties are typically owned by private landlords who rent out units at below-market rates.

31 YIMBY refers to “Yes in My Backyard,” a response to NIMBY or “Not in My Backyard,” the traditional tagline used to characterize those who generally oppose the development of affordable housing in their neighborhoods

32 Martin, Ben and Beaty, Sidney “The Limitations of Land Use Deregulation for Housing Affordability” Available at <https://texashousers.org/2024/10/08/land-use-deregulation-report/> Accessed Oct. 10, 2024.

33 Texas Comptroller of Public Accounts. The Housing Affordability Challenge. Available at: <https://comptroller.texas.gov/about/media-center/news/20240827-texas-comptroller-glenn-hegar-releases-study-on-states-housing-affordability-challenge-1724699586337>. Accessed 10 Oct 2024.

Goal 3

34 See City of San Antonio Neighborhood & Housing Services Department, Displacement Prevention <https://www.sanantonio.gov/NHSD/Coordinated-Housing/Displacement-Prevention>. Accessed 3 Mar 2024.

35 Fu, Samantha, and Gabi Velasco. 2023. Decommodification and Its Role in Advancing Housing Justice. Washington, DC: Urban Institute. Available at: <https://www.urban.org/sites/default/files/2023-02/Decommodification%20and%20Its%20Role%20in%20Advancing%20Housing%20Justice.pdf>

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A RIGHT TO STAY

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