RACIAL EQUITY ANTI-DISPLACEMENT
TOOL

NOTHING ABOUT US WITHOUT US!

ACCOUNTABILITY TO THE COMMUNITY

Land Acknowledgement

We wish to recognize and respect Native and Indigenous Peoples as the original stewards of the land before it came to be known as Austin, Texas, and the enduring relationship that exists between Native and Indigenous Peoples and their traditional territories. To recognize the land is an expression of gratitude and appreciation to those whose territory we reside on, and a way of honoring the Native and Indigenous Peoples who have been living and working on the land from time immemorial. Land acknowledgements do not exist in a past tense or historical context. Colonialism is a current and ongoing process, and we remember that we are participating in it by living on colonized land.

We acknowledge, with respect, that the land we are on is the traditional and ancestral homelands of the Tonkawa, the Apache, the Ysleta del sur Pueblo, the Lipan Apache Tribe, the Texas Band of Yaqui Indians, the Coahuiltecan, and all other tribes not explicitly stated. Additionally, we acknowledge and pay respect to the Alabama-Coushatta Tribe of Texas, the Kickapoo Tribe of Texas, Carrizo & Comecrudo, Tigua Pueblo, Caddo, Comanche, Kiowa, Wichita, Chickasaw, Waco nations, and all the Native and Indigenous Peoples and communities who have been or have become a part of these lands and territories in Texas, here on Turtle Island. Not all Native and Indigenous peoples listed claim Texas as ancestral lands, as many were forcibly relocated to Texas from their ancestral homelands.

It is important to understand the long history that has brought us to reside on the land and to seek to acknowledge our place within that history. The State of Texas is a product of violence carried out by colonial powers who were invested in upholding white supremacy. Multiple genocides were committed on the Native and Indigenous peoples of central Texas as they were hunted, detained, converted, and colonized in successive waves. Many peoples were also assimilated, including most peoples labeled Coahuiltecan and many Lipan Apache with no treaties or recognition.

Land development here is inextricably linked to humanity's long history of inequality and injustice, perpetuated by legacies of colonialism and slavery, based on the exploitation of people, land and natural resources. Today, the ongoing displacement of Black, Indigenous, and People of Color (BIPOC) in East Austin is connected to legacies of extraction of labor, theft of land, transformation of landscapes, and erasure of cultures. In the pursuit of resources, governments have historically destroyed, and continue to destroy, many of the ecosystems, traditional human knowledge, and interactions necessary for preventing climate change. Therefore, we need to be intentional about how we build respect for The Land and its Indigenous Peoples.

Acknowledgements

This is dedicated to those who have already been displaced from Austin and people currently bearing the pressures and challenges of gentrification and lack of affordability in our community.

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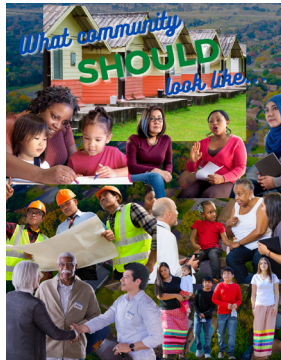Rachel Tepper, Housing and Planning Department

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This report was co-created with Racial Equity Catalysts in partnership with City of Austin staff, and facilitated by the Equitable Development Consultants.

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Chapter 1 describes the need for the Tool, how it was developed, racial equity principles, and key definitions. Shared definitions of key terms are critical to understanding and reversing disparities and displacement.

Chapter 2 lays out the vision, mission, and six Racial Equity Drivers. It presents an integrated fabric of ideas, each of which addresses a component of the vision for an equitable future.
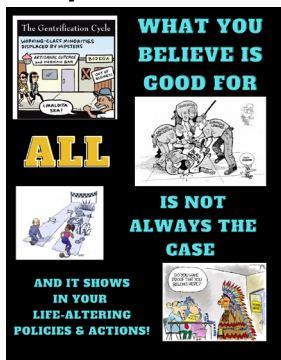
Chapter 3 provides an overview of existing disparities and their historical origins. A companion online tool allows users to see displacement risks and access to opportunities in an interactive map.
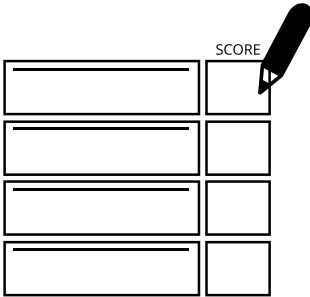
Chapter 4 is an interactive scorecard to evaluate proposals for the Anti-Displacement Fund and other policies, plans, programs, and projects. It is designed to be used by a broad audience, including the Austin Transit Partnership, Capital Metro, the City of Austin, partner institutions, and community members, especially those most impacted by displacement.

Chapter 5 outlines seven strategies and actions for implementing the Tool in a way that builds trust and is accountable to the community.

Cover and chapter title pages designed by Jasmine Willis, Racial Equity Catalyst

What community **SHOULD** look like...

Chapter 1: What is a Racial Equity Anti-Displacement Tool?

Using community priorities, data, and inquiry to center a vision for racial equity in all Project Connect decisions

A Call to Action
Policies and systems play an essential role in equity.

Austin's electorate issued a bold call to action when it approved a $300 million Anti-Displacement Fund to accompany Project Connect. The fund demands that the Austin Transit Partnership, Capital Metro, and the City of Austin work in partnership with, and in support of those most impacted by displacement pressures to strengthen our foundations and become a city whose outcomes match our values.

Austin has broad appeal as a city of innovation and entrepreneurial spirit. In fact, it is among the fastest-growing metropolitan areas in the country, attracting large tech corporations. However, these changes cease to become assets when we leave behind communities of color and low-income neighbors, as our strengths are built on the foundation of our cultural, racial, and economic diversity.

Inequities hurt everybody–not just people in the lower rungs of the social and economic ladder. Regions and countries with greater economic equality, have more sustained and robust economic growth and improved outcomes for the broader community.[1] We all gain from creating a place where all people can live out their dreams and contribute their best. Equity enables everyone to share in the American dream and help grow and strengthen our city.

The challenge for the City of Austin, Austin Transit Partnership, and Capital Metro, is creating a fair and just system where the optimum conditions exist for all residents. Safe and affordable housing, healthy food, clean, water and connection to one's community are basic human needs. Yet from neighborhood to neighborhood, access to these essentials vary widely. Race, income, and ZIP code are major predictors of how healthy we are and even how long we live. Equity calls for the expansion of opportunities for the betterment of those communities in most need, and creating more choices for those who have few so that all segments of the community thrive.

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[1] America's Tomorrow: Equity is the Superior Growth Model, PolicyLink 2011

Affordable housing, local employment, and everyday resources such as healthy food, quality medical care, quality education, and effective transportation should be attainable regardless of a person's race, ethnicity, income, or ZIP code. Yet our institutions and policies shape who has access to wealth, health, and prosperity. The disparities in how these resources are distributed are maintained by a network of intricately woven forces. For instance, we know that students struggle to perform well in school when they are hungry or ill; therefore, food, healthcare, and education are all essential for our youth to be prepared for life. To make these resources fully attainable by all segments of the community requires addressing the entire network of forces.

Communities of color and low-income communities regularly experience institutional racism in the form of decisions being made for them, and of having their voices, priorities, and strengths disregarded. It is imperative that all of Austin's residents are included in decision-making, planning, development, benefits, and prosperity. The most meaningful, just, and sustainable solutions are generated in partnership with communities with lived experience and knowledge and expertise of what is needed to be healthy and thrive must be recognized and acted upon.

The solution needs to be comprehensive. A skilled workforce is important for the jobs of the future. Eliminating barriers to full employment in all sectors brings in more skills and creativity. A quality educational system can meet the needs of tomorrow's economy. Families benefit, are healthier, and can succeed if they have strong and vibrant neighborhoods, access to affordable and healthy foods, safe and efficient transportation, and affordable and quality housing. All Austinites must be able to fully contribute to Austin's economy as managers, owners, and innovators.

This Racial Equity Anti-Displacement Tool provides the guidance and structure needed for the City of Austin, Austin Transit Partnership, and Capital Metro to make this growing region one in which everyone is able to achieve their full potential.

Why is the Racial Equity Anti-Displacement Tool needed?

The [Eastern Crescent](#) holds a richness of culture, identity and history in part created by a history of racial covenants and racial discrimination that existed broadly in Austin. As a result of these policies and practices, people of color were not able to live where they desired and were excluded from even visiting many neighborhoods, businesses, public facilities (including schools and libraries), and other establishments.[2] Racially discriminatory practices that explicitly restricted the ability of people of color to lease, purchase or even occupy property to a limited number of neighborhoods created tight districts that included the critical structures of a complete community. Homes, goods and services, cultural venues, and places of worship were generally all located within these tight boundaries. As a result, these neighborhoods became clearly identifiable centers with intact social networks and cultural hubs central to the vitality of these communities. This is still true today, even long after the people have moved out or been displaced. At the same time, the history of redlining has left these communities under-resourced and ill-prepared to thrive in our aggressive economy.

Disinvestment in infrastructure, under-resourced schools, and restrictions on commercial and residential lending have left a lasting imprint on these neighborhoods and their people. As regional real estate values continue to rise, the central location and affordability of these neighborhoods makes them desirable even as they are still home to many of those who are least able to withstand the pressures of residential, commercial, and community displacement. We must protect those most at risk in order to retain a community of richly diverse culture.

Transit investments can provide benefits to communities, but these improvements can also raise property values and spark new development. Both of these changes can increase property taxes, rents, and the cost of running a business or community organization. Low-income families, renters, small business owners, and other vulnerable groups who can't afford higher costs of living are likely to be forced out of their homes. To avoid this negative impact, voters approved $300 million for displacement prevention alongside funds for Project Connect in the November 2020 election. The Racial Equity Anti-Displacement Tool will guide how the $300 million should be spent.

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[2] [Austin Restricted: Progressivism, Zoning, Private Racial Covenants, and the Making of a Segregated City](#)

How was the Racial Equity Anti-Displacement Tool developed?

In an effort to improve racial equity and minimize displacement, Racial Equity Catalysts—community members with a depth of racial equity expertise borne of lived experience—worked closely with City staff and equitable development consultants to develop the Racial Equity Anti-Displacement Tool ("Tool").

The Tool uses community priorities, data, and inquiry to center racial equity in policy, planning, program, and funding decisions. It was developed over four months through a series of workshops and discussions.

The Tool will help the elected officials, leadership and staff of the Austin Transit Partnership, Capital Metro, and the City of Austin; community members; and other partners to:

1. evaluate and shape $7.1 billion in transit investments for more equitable outcomes, and
2. direct $300 million toward community-identified projects that redress past displacement harm and prevent future displacement.

The Tool is a part of Project Connect, a citywide rapid transit system that will include light rail, rapid buses, new Park & Ride facilities, and bicycle and pedestrian improvements. $7.1 billion in federal and local funds will be invested to build the system over 13 years.

City Council outlined broad eligible uses of the $300 million anti-displacement funds for land acquisition, economic mobility investments, and affordable housing financing tools.[3] The Tool includes community-identified priorities for these categories and others.

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[3] City Council Resolution No. 20200423-038

Purpose of the Racial Equity Anti-Displacement Tool

The Tool is designed to integrate explicit consideration of racial equity in decisions. It is both a product and a process. Use of the Tool can help develop strategies and actions that eliminate racial inequities, namely displacement, and improve success for all groups.

Simultaneously, consistent use of the Tool will develop new community engagement and partnership strategies to foster meaningful participation in governmental decision-making and improve the ability of government to serve all its constituents. It will build trust with the community. Institutionalizing the use of the Tool will result in governance structures that are more equitable, accountable, and transparent.

Racial Equity Anti-Displacement Principles[4]

The Tool is designed with the following principles:

- Fix systems, not people; change policies and institutions at the root of the inequities across all indicators of success.
- Center those most impacted: ensure that solutions are grounded in and emerge from the experience of communities of color by engaging leaders of color who are accountable to those communities.
- Understand the root causes of existing inequities and how Project Connect actions can make these better, rather than worse.
- Use community-vetted data to identify impacts and racial disparities and set measurable, results-based equity goals. Accommodate integration of new relevant metrics as new data layers become available. Data alone cannot drive practices, but data are central. Data are qualitative and quantitative—from the voices of community members and from local health, demographic, and other sources.
- Prevent inequitable consequences or burdens on communities most impacted.
- Advance racial equity in all actions and decision-making.
- Use data disaggregated by race and ethnicity to target strategies to the greatest need, and regularly evaluate and report on the impacts of those strategies to stakeholders.

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[4] Modified from Race Forward's Principles for Racially Equitable Policy Platforms

Operationalizing the City's Commitment to Racial Equity

The City of Austin, Austin Transit Partnership, and Capital Metro have codified their commitment to using an equity tool in numerous legislation and governance policies.[5] This legislation, including the City's Contract with Voters, authorizes the use of the Tool to:

- Work with communities at risk of displacement or who have experienced displacement to develop neighborhood-level and citywide strategies to prevent displacement and increase economic opportunity.
- Help Austin Transit Partnership's board to evaluate decisions to equitably deliver the transit project and project-related amenities.
- Design and implement structures of transparency to the public for the equitable development of Project Connect.
- Track progress toward equity goals.
- Track barriers in communities participating in the process and accessing resources.

The City's Equity Officer and Community Displacement Prevention Officer have taken a leadership role with other City departments in designing and stewarding the use of the Tool to align with the City's commitment to racial equity. In practice, this includes:

- Centering the City's values of, and shared mandate for, racial equity
- Rebalancing power and centering communities most impacted by displacement in decision-making structures
- Being accountable to those most directly impacted by displacement pressures.

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[5] City Council Resolution No. 20200807-003, Memorandum to Mayor and City Council related to displacement (7/21/2020)

Advancing Racial Equity and Preventing Displacement Harm

In an equitable approach to growth, the City will view all policies, programs, and investments through a race and social equity lens. This approach will manage growth to prevent displacement of Black, Indigenous, and People of Color (BIPOC) and other priority populations, and increase their access to opportunity. The Tool is one such lens.

Transit investments can improve a community's transportation access to opportunity, but they can also trigger significant neighborhood-level increases in rents, land, and home sales prices beyond broader citywide increases in the cost of living or running a small business. The resulting displacement of residents, businesses, and community institutions is disproportionately experienced by communities of color, perpetuating hundreds of years of systemic government-supported removal and relocation of these communities.

Unintended consequences of transit-rich neighborhoods include displacing the transit system's most frequent riders who are most dependent on transit for trips outside of commuting. This reduces transit ridership and farebox revenues.[6] Displaced residents are replaced by higher-income residents with higher rates of car ownership who use transit primarily for commuting, resulting in higher vehicle miles traveled and greenhouse gas emissions.[7]

Project Connect could be the model for construction investment in BIPOC communities through joint ventures, partnerships, and use of BIPOC-owned prime and subcontractors, and design and project management consultants; as well as workforce programs and community organization partnerships. BIPOC included at every level from owners to interns, apprentices, and unskilled labor. Use of the Tool to develop proposals and evaluate decisions will reduce inequities, avoid costly unintended consequences, and lead to better outcomes for all.

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[6] In Portland, Economic Displacement May Be a Driver of Transit Ridership Loss
[7] Maintaining Diversity in America's Transit-Rich Neighborhoods: Tools for Equitable Neighborhood Change

Community-Centered and City-Supported Co-Creation Process

The Tool was developed by the Racial Equity Catalysts, community members most harmed by displacement pressures, who provided racial equity and anti-displacement expertise. The Catalysts worked together over four months to develop a shared understanding of racial equity, create the tool, and build community power.

An interdepartmental team of City staff, including the Chief Equity Officer and the Community Displacement Prevention Officer, worked alongside the Catalysts to support the creation of this Tool. Staff provided support in the form of administration of compensation, translation / interpretation, project management, and coordination, technical information, data analysis, and public communications.

Thirty Racial Equity Catalysts were selected from 117 community applications based on characteristics linked to vulnerability to displacement. The opportunity was made widely available to the public with specific care to reach people who bear more displacement risk and those who may have already been displaced; the application opportunity was shared digitally with groups and organizations who serve or are composed of people bearing most risk. Facebook was a particular focus, especially pages where people conduct daily life activities such as micro commerce of culturally relevant goods and services, and cultural / demographic affinity groups. Due to Covid-19, limited in-person engagement was conducted by City staff, but information was shared with entities that were conducting their own in-person activities such as distributing food, delivering information on available aid or public health campaigns, or those that may be regularly conducting community organizing activities with relevant populations.

FEBRUARY 2021   **MARCH**   **APRIL**   **MAY**   **SUMMER ONWARD**

Select residents most at risk of displacement to co-create the tool   *Develop a shared understanding of racial equity*   *Catalysts co-create components of the tool in five policy workshops*   *Begin using the tool to ensure Project Connect investments benefit residents most at risk of displacement*
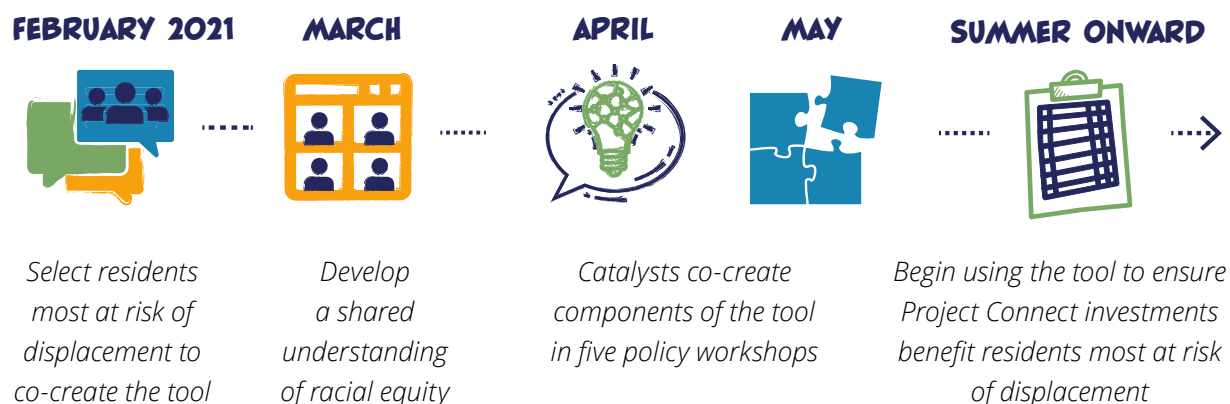
Figure 1. *Development timeline*

Nearly all of the Catalysts are Black, Indigenous, and People of Color (BIPOC), current or former residents of the Eastern Crescent, and earn less than Austin's median income; half do not have access to a car.

Catalysts and consultants created the Tool over four months in a series of virtual workshops and discussions that fostered meaningful engagement while complying with social distancing requirements.

88% CURRENT OR FORMER RESIDENTS OF THE EASTERN CRESCENT

100% EARN LESS THAN THE MEDIAN INCOME FOR AUSTIN

50% NO PERSONAL VEHICLE OR DEPEND ON TRANSIT

90% ARE PEOPLE OF COLOR

57% African American
37% Hispanic, Latino/a, Latinx, Chicanx
20% Indigenous
7% Asian American, Native Hawaiian, or Pacific Islander
13% White
Note: Some members identify as more than one racial or ethnic group

Figure 2. *Catalyst demographics*

The process kicked off with the Catalysts and staff from the City of Austin, Austin Transit Partnership, and Capital Metro going through two initial trainings, focused on racial equity, equitable development, and community power. Subsequently, during the course of five workshops, the Catalysts created the following components of the Tool:

1. Vision, Mission, and drivers for racially equitable development
2. People, place, and purpose priorities for the Anti-Displacement Fund
3. Scoring criteria for evaluating Anti-Displacement Fund proposals and other policies, plans, programs, and projects
4. Community resources for long-term engagement in Project Connect and capacity for community-led development projects
5. Principles and guardrails for equitable decision-making
6. Systems change needed in addition to the Anti-Displacement Fund
7. Community-identified data for monitoring process, progress, and outcomes

Key Definitions

Shared definitions of key terms are critical to the success of the Project Connect Anti-Displacement Fund approved by the voters. For this reason, the process to create the Tool started with two working sessions that included the Catalysts, as well as staff from the City, Capital Metro, and Austin Transit Partnership to create a shared understanding of [the forces that created, and continue to perpetuate the disparities and displacement pressures we see;](#) and the shared definitions and framework to reverse these pressures. These concepts underpin the Tool. The following are definitions of key terms useful to understand and implement the Tool. They are listed in order so that the understanding of one term helps with the understanding of subsequent terms.

Power: Power means "to be able to." It can result in the ability to define reality for other people and deny people the ability to determine reality for themselves.

> "Displacement is about power. Power over the market, over policy, over the identity of place. Displacement is the erasure of cultural meaning."
> — *Manuel Pastor, University of Southern California*

Community Power: The ability of community(ies) that face systemic inequities to determine reality for themselves.

Racial Equity: When race no longer predicts success and outcomes improve for all.

Structural Racism: When policies, practices, and procedures across multiple institutions work better for white people at the expense of people of color—even if unintentional—over decades and generations. Structural racism has created a far-reaching system with devastating impact on communities of color.

Root Causes: By leading with racial justice, we are committing to taking on the root causes of displacement and inequitable growth to focus solutions that have the biggest impact and address the greatest needs. A root cause of racial inequity is the underlying condition that set in motion the entire cause and effect reaction that ultimately led to the inequities we see today in wealth, health, housing, income, and other quality of life outcomes. The legacies of slavery, colonialism, private speculation, and municipal disinvestment in Black and Brown communities is enshrined in our legal, political, land use, and economic systems. Displacement is an extension of this legacy. Short-term solutions to displacement such as rental assistance for individuals are important, but longer-term solutions addressing root causes are essential to eliminate displacement pressures more broadly and

proactively. A partial list of actions by local governments that have and continue to support inequitable growth are listed in [Appendix I](#). In short, the racial disparities we see are not inherent or biological; they were created by and perpetuated by structural racism. Since these disparities were created, they can be "uncreated" by intentionally addressing the root causes.

BIPOC: Black, Indigenous, and People of Color are people from all backgrounds. Their ability to access amenities, advantages, and/or achievements has been determined by structural racism; they bear the burdens of structural racism.

Racially Equitable Development: As a result of structural racism, BIPOC communities generally do not benefit from public and private investments. Either their neighborhoods suffer public and private disinvestment, or when such investments are finally made, they cause an increase in real estate values and impose displacement pressures that, because of a number of root causes (under-employment, discrimination for personal or business loans, decreased property values leading to underfunded schools, lack of legal support in the face of predatory real estate practices, etc), BIPOC communities are least prepared to withstand. Therefore, racially equitable development must achieve the following:

- Quality of life outcomes are equitably experienced by the people currently living and working in a neighborhood, as well as for new people moving in; as opposed to current residents, generally BIPOC communities, being displaced while new ones benefit from public investments and an improved quality of life.
- Public and private investments, programs, and policies meet the needs of residents, including communities of color; reduce racial disparities; and take into account past history and current conditions.

Intersectionality: People live multiple and layered identities. All historically marginalized groups — BIPOC, LGBTQ people, women, people with disabilities, and low-income households, to name a few — experience systemic inequity. Many people and communities live at the intersection of these identities and experience multiple inequities at once. It is important to respond to the intersecting ways that barriers limit opportunities for people to reach their full potential. By focusing on race and racism, the City of Austin recognizes its ability to impact all communities. The institutional and structural approaches to addressing racial inequities can and will be applied for the benefit of other marginalized groups.

Access to Opportunity: When barriers to life's essential components are removed. This includes the removal of barriers to a good education, career-path living wage

jobs, culturally relevant goods and services, healthy foods, effective safe transit, civic amenities, and other key determinants of social, economic, mental, and physical well-being.

Capacity Building: Establishing long-term partnerships with community-based organizations that have a history and commitment of being led by, working with, serving, and being accountable to BIPOC communities to deliver successful outcomes by supporting leadership development, organizational and partnership infrastructure, and movement-building to grow sustained civic capacity to actualize equity policy after policy, issue after issue, year after year.

Anti-Displacement: Recognizing that all people have a right to exist within a space regardless of their ability to create profit. This includes not alienating working class residents based on the appeal of market-based investors and respecting healthy socio-ecosystems, including diverse socioeconomic experiences.

Affordable Housing: Housing that is safe, decent, right-sized, and right-priced over the long term for that neighborhood's residents who are either currently at risk of displacement or who were previously displaced. This must include deeply affordable housing and public housing, as well as rental and homeownership units. A studio affordable to a person or couple earning 80% of the area median income (AMI) developed in a neighborhood where people have raised families on an income of $35,000 will raise the area rents and cause displacement. This does NOT meet the definition of "affordable housing."

Cultural Anchors: Community-based organizations that are essential to their community's stability. They provide services, support, and advocacy to their community while also serving as places of gathering to reinforce cultural identity. Cultural Anchors are essential components of intact communities.

Displacement: When people are forced to leave their homes and neighborhoods due to direct, economic, cultural, or climate pressures.

Drivers of Displacement: Transit can be a significant driver of displacement.[8] Understanding drivers of displacement can help balance investments to provide the full range of community anchors needed for community stability.

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[8] City Council Resolution No. 20200423-038 states "that transportation improvements, while needed for our community, can lead to higher property values and rents. These results can eventually lead to displacement, disproportionately affecting lower income residents."

Figure 3. *Drivers of displacement (Credit: PolicyLink)*

- **Direct:** People, businesses, and community organizations are forced to leave through a number of possible actions. Eminent domain, eviction, foreclosure, habitability problems due to poor management, incarceration, lease termination, and sale of rental property by the owner are just a few.

- **Economic:** People, businesses, and community organizations cannot afford to stay, whether due to exorbitant real estate escalation or the loss of income or revenue because of a failing economy. The costs can include rent, property taxes, and utilities, among others.

- **Cultural:** People leave because they feel they don't belong anymore, whether because new neighbors impose their own expectations on others or because the businesses that provided familiar goods and services were displaced. As the scale of residential change advances, and shops and services shift to focus on new residents, remaining residents may feel a sense of dislocation despite physically remaining in the neighborhood. This may also reflect the changing racial or ethnic character of the neighborhood—not just its class composition.

- **Climate:** People are forced to leave due to climate or environmental events, whether or not the events were exacerbated by human or institutional practices.

Racial Equity Drivers (see chapter 2)**:** An integrated fabric of ideas, each of which addresses one specific component of the vision for an equitable future. The racial equity drivers and outcomes are not intended to be viewed independently; correctly designed, coordinated, and timed investments are fundamental to undoing the structural racism creating today's disparities. Considered separately, they will result in transactional wins that do not produce lasting change. Achieved together, they have the potential to make the transformative systems change needed to shift from the current trajectory of unwieldy economic growth that marginalizes far too many and compromises the diversity that makes Austin an attractive place to live, work, and play.

1. Prevent Residential, Commercial, and Community Displacement. Enact policies and programs that allow priority populations, businesses, and community organizations to stay and thrive in their neighborhoods.

2. Advance Economic Mobility and Opportunity. Promote economic opportunities for priority populations, support entrepreneurship, and enhance cultural anchors. Provide access to quality education, training, and living-wage career path jobs.

3. Build on Local Community Assets. Respect local community character, cultural diversity, small businesses, and values. Preserve and strengthen cultural communities and build the capacity of their residents, leaders, organizations, small businesses, and coalitions to have greater self-determination.

4. Promote Transportation Mobility and Connectivity. Prioritize investment in effective and affordable transportation that supports transit-dependent communities.

5. Develop Healthy and Safe Neighborhoods. Create neighborhoods that enhance community health through access to public amenities; healthy, affordable, and culturally relevant food; and safe environments for everyone.

6. Equitable Access to All Neighborhoods. Leverage public and private developments to fill gaps in amenities, expand the supply and variety of housing and employment choices, and create equitable access to neighborhoods with a high access to opportunity.

Racial Equity Anti-Displacement Tool Priorities (see chapter 5):
Priorities identified by Catalysts for which people and places should benefit from the Anti-Displacement Fund and for what purposes funds should be invested.

1. **People.** BIPOC at risk of displacement.
   Priority Populations: BIPOC at risk of displacement with a special subset whose positions are even more tenuous, including African American, Native and Indigenous, Latinx, or immigrants who are also renters, senior homeowners, low-wage workers, LGBTQ people, people with disabilities, families with school-age children, youth who are homeless, and/or people who were formerly incarcerated.
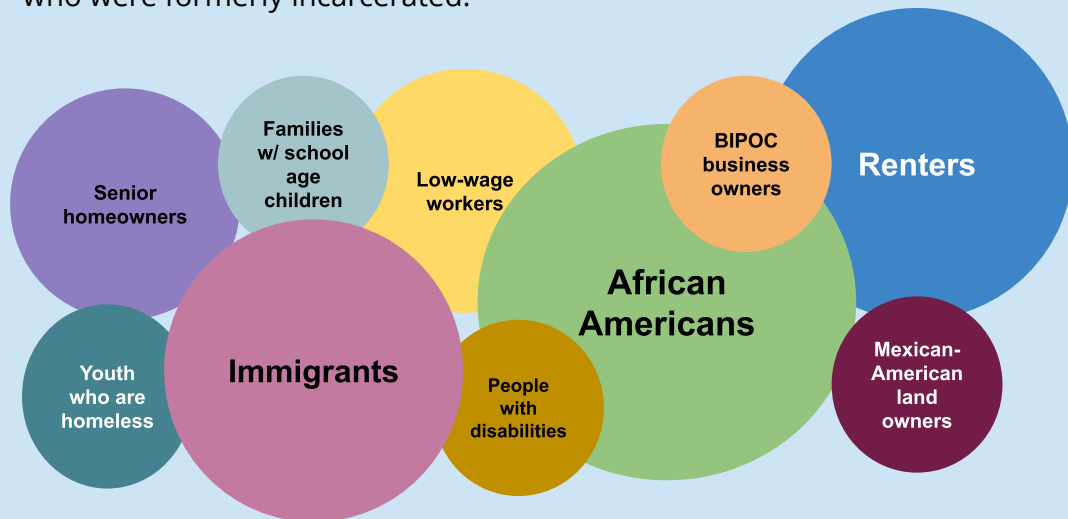
Figure 4. *Priority Populations*

Place–Eastern Crescent: The area most vulnerable to displacement is informally referred to as the "Eastern Crescent." It is shaped like a backward letter "C" and is loosely defined by three highways: I-35 on the west (especially north of the Colorado River), US 183 on the north and east, and south of US 71. Generations of people who have lived in the Eastern Crescent have suffered forced displacement into the area, followed by segregation, redlining, and disinvestment. More recently, the Eastern Crescent has suffered gentrification and new cycles of displacement out of the area.

Figure 5. *Map of the Eastern Crescent*

Priority Places: In order to have the greatest impact mitigating displacement pressures imposed by new transit investments, the *Uprooted Project* and the City's work mapping displacement risk provide important guidance for where to focus Anti-Displacement Fund investments.[9] Fund investments should be focused on areas within a mile of Project Connect stations in areas that are Vulnerable, Active or Chronic displacement risk (mapped below).

Figure 6. *Image from the Project Connect Racial Equity Anti-Displacement Map showing displacement risk areas within 1 mile of a Project Connect Station (Link to online map)*
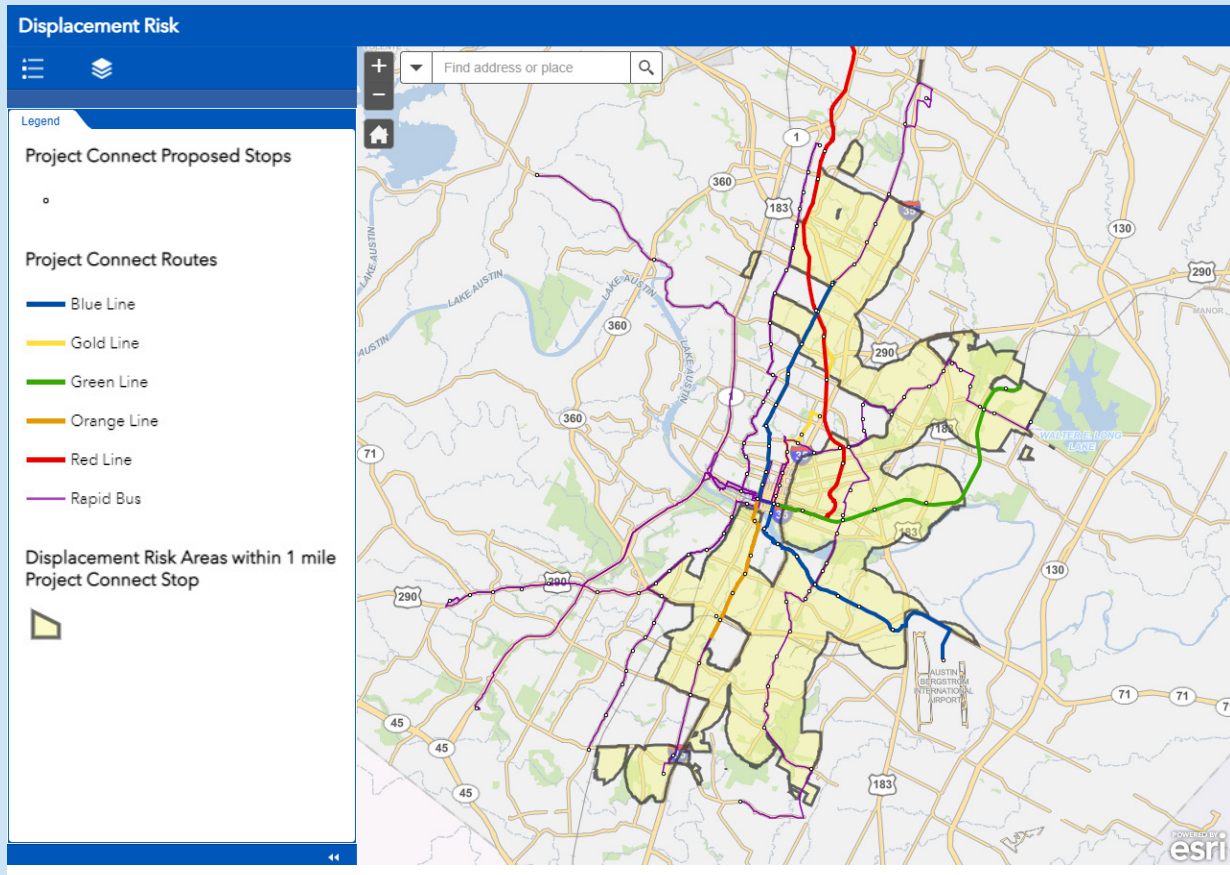
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9 Uprooted: Residential Displacement in Austin's Gentrifying Neighborhoods and What Can Be Done About It

2. **Priority Purposes:** Catalysts determined the need for a balanced approach to investing funds to address their precarious position as a result of the long history of public and private disinvestment in their communities and neighborhoods. They see the need to address past, current, and future displacement risks and offer solutions that reflect the complex dynamic nature of displacement pressures. While residential displacement and affordable housing are a top priority, it is clear that funds must also prevent business and cultural displacement pressures as well. See Appendix II for the results of a survey asking Catalysts how they might allocate funding.

   The Priority Purposes are listed from largest to smallest recommended allocation of the Anti-Displacement Fund to create balance and maximize impact.

   1. *Affordable Housing*
      ◊ Purchase existing low-cost market-rate rental housing, when cost effective, and convert it to regulated affordable housing with long-term affordability requirements (99 years) and rents affordable to local residents at risk of displacement rather than using regional median income. When possible, prioritize incremental development by purchasing and rehabilitating dilapidated and abandoned properties.
      ◊ Construct new multi-family and mixed-use affordable housing with the same long-term affordability requirements described above. New construction should reflect the household sizes and bedroom needs of local residents.
      ◊ Construct or convert rental homes (scattered-site homes, townhomes, and multi-family units) for homeownership opportunities that are affordable to low-income BIPOC households to provide an entry point into wealth-building. Cooperative shared equity models can be designed to create lasting affordability and community wealth while also creating household wealth, or individual equity models could be used to create household wealth.

   2. *BIPOC-Owned Businesses*
      ◊ Provide resources, including quality low-cost loans for items such as payroll, equipment rental, and leases, among others; technical assistance to start and grow a business; and grants for tenant improvements, etc.
      ◊ Provide access to capital to preserve existing and build new affordable commercial space with below-market rents and technical assistance for emerging and expanding businesses.

3. ***Minimize Immediate BIPOC Resident Displacement***
    ◊   Offer Cash assistance, rent or mortgage relief, and utility assistance to low-income tenants and homeowners.
    ◊   Institute property tax relief and payment of delinquent taxes for low-income long-time homeowners.
    ◊   Offer utility relief to low-income tenants and homeowners.

4. ***High-Quality Jobs***
    ◊   Create and expand workforce programs that provide apprenticeships, job training, and career pathways to employment in living-wage jobs for BIPOC workers experiencing systemic barriers to employment.
    ◊   Improve job quality with livable family wages and benefits, including for service jobs.
    ◊   Remove barriers to good quality career-path, living-wage jobs, especially in industries with high-quality jobs and racially inequitable workforces.

5. ***Cultural Anchors***
    ◊   Provide capital for BIPOC-run nonprofit organizations serving as cultural anchors to create long-term stability by buying their own space or expanding or improving a space they already own.

6. ***Land Bank***
    ◊   Purchase land to be held for the benefit of Priority Populations, especially those most at risk of displacement, who will inform and guide future use of the property. Future use of the properties must address the requirements and priorities of the Anti-Displacement Fund.
    ◊   Emphasize the purchase of land that is demonstrably abandoned.
    ◊   Purchase properties that are facing foreclosure, seizure, auctions, etc. to create new construction of homeownership opportunities for long-term BIPOC residents harmed by the foreclosure crisis.

7. ***Community Power and Capacity*** *(See [Community Capacity-Building Fund](#) description)*
    ◊   Provide funds to support BIPOC-led and BIPOC-serving community-based organizations that deliver successful outcomes.

8. ***Strengthen Tenant and Homeowner Rights***
    ◊   Provide legal and financial aid for tenants and homeowners facing eviction, foreclosure, or experiencing predatory realty practices.
    ◊   Support tenant and homeowner education and outreach.
    ◊   Support Priority Population tenants in purchasing their buildings and bringing them up to quality housing standards.

4. **Balanced Allocation Priorities:** The racial disparities of who experiences displacement pressure is caused by structural racism, a network of institutional policies, programs, and procedures that work better for white people than for BIPOC. Alleviating displacement pressures requires coordinated and balanced investments across systems.
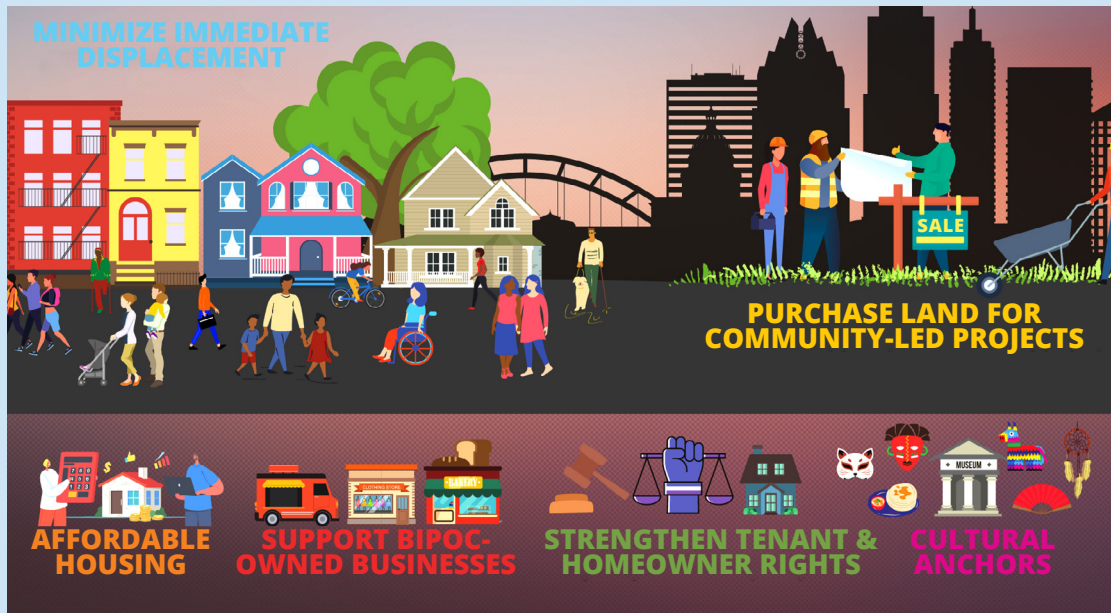
Figure 7. Illustration created by Racial Equity Catalyst Jasmine Willis. Balanced Allocation Priorities to be achieved as a result of using the Tool.

5. **Systems Change Priorities**: Changes in policy, practices and spending across institutions will magnify the impact of the anti-displacement funds by addressing displacement at a systems, or root cause, level. These changes should be made by the City of Austin, Austin Transit Partnership, and Capital Metro and paid for **outside** of the Anti-Displacement Fund.

Vision
&
Drivers for
Racial Equity

Chapter 2: Vision and Drivers for Racial Equity

A vision for Project Connect success where no one is displaced and everyone thrives as a result of this investment in transit and community-building.

Vision and Mission

Establishing a desired equitable outcome and strategies to eliminate inequities are critical components of the Racial Equity Anti-Displacement Tool. The following is a vision and mission statement for the use of the tool.

Vision

We envision an Austin renowned for its strong communities and inclusive neighborhoods and its economic and racial diversity as the foundation which fuels the City's innovative and entrepreneurial spirit. We envision an Austin that welcomes all incoming ethnic groups, new BIPOC transplants, and one that values its Native and long-time BIPOC residents, businesses, and community organizations. We see a future in which all of us Austinites, regardless of race or means, thrive with the power to determine our futures.

This vision was crafted during Catalyst discussions about what they loved about their neighborhoods and what they envisioned for their communities if Project Connect is successful, where no one is displaced and everyone thrives.

Sería bonito vivir en una comunidad, libre de diferencias raciales, religión, políticas, social, compartiendo y ayudándonos unos con otros, transparencia política, que el salario de los trabajadores sea justo y equilibrado al esfuerzo físico, no importando idiomas ni nacionalidades. Un lugar feliz todo un cuento de hadas.
– Lesbia Ramos, Racial Equity Catalyst

Mission

We will achieve this vision by preventing displacement of people, businesses, and community organizations; providing the right to return for those who have been displaced; making sure households have decent right-sized and right-priced housing; making sure people have decent-wage jobs; and our neighborhoods are safe and healthy; all while being accountable to BIPOC communities at risk of displacement.

This mission statement was crafted during Catalyst discussions about strategies to ensure communities most at risk of displacement thrive because of, rather than be displaced by, Project Connect investments.

Figure 8. Word cloud responses to: *"What do you love most about your neighborhood?"*
(Credit: Catalyst discussions)

Figure 9. Word cloud responses to: *"What are antidotes to the drivers of displacement? What helps communities thrive rather than be displaced as the city grows?" (Credit: Catalyst discussions)*

Racial Equity Drivers

Achieving this vision and operationalizing the mission requires sustained focus on and investments in (1) strong communities and people and (2) great places with equitable access.

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

- **Great places with equitable access:** A city where all neighborhoods are healthy, safe, and provide their residents access to the key determinants of well-being that promote inclusion.

The Racial Equity Tool is built around **six Racial Equity Drivers** designed to mitigate harm and improve equitable outcomes for priority populations. Distributing resources equitably, rather than equally, is necessary to produce equitable outcomes. Though targeted to specific neighborhoods with the greatest need, these drivers will benefit all neighborhoods throughout the city. Some drivers should target specific priority populations with the greatest disparities, such as unemployment among Black youth. Decreasing displacement pressures will require the implementation of all of these drivers together in a balanced manner.

Catalysts' deeper discussions about strategies to advance the first three drivers are captured in word bubbles below the descriptions.

Driver One:
Prevent Residential, Commercial, and Community Displacement

Driver Two:
Advance Economic Mobility and Opportunity

Driver Three:
Build on Local Cultural Assets

Driver Four:
Promote Transportation Mobility and Connectivity

Driver Five:
Develop Healthy and Safe Neighborhoods

Driver Six:
Equitable Access to All Neighborhoods

Figure 10. *Racial Equity Drivers*

Driver One: Prevent Residential, Commercial and Community Displacement

The ability for Austin to remain an international city that is culturally, racially, and economically diverse requires an anti-displacement commitment to structures that are vital to communities: their homes, businesses that provide culturally essential goods, services and jobs, and community anchors that provide support and strengthen cultural identity and preservation.

This will require a coordinated and scaled-up focus on the following equitable outcomes:

- **Prevent Residential Displacement**:
    - ◊ *Manage Growth*–equitably distribute growth so that priority populations are protected from increased indirect displacement risks of large-scale community change.
    - ◊ *Prevent Loss*–equitably distribute burdens and benefits of rising housing costs and demolition, redevelopment, and conversion of affordable housing especially family-sized units.
    - ◊ *Create and Maintain Affordable Housing*–close racial disparities in rental and ownership housing cost burden, especially for families with children. Housing must be decent, safe, right-sized, and right-priced for current residents and affordable over the long-term. This includes rental and owned units.
    - ◊ *Mitigate Increased Costs*–equitably distribute burdens and benefits of property taxes, levies, and bonds.
- **Prevent Commercial Displacement:**
    - ◊ *Manage Growth*–equitably distribute growth so that businesses that serve priority populations are protected from increased indirect displacement risks from large-scale community change.
    - ◊ *Prevent Loss*–equitably distribute burdens and benefits of rising rents and demolition and redevelopment of commercial space occupied by businesses that serve priority populations.
    - ◊ *Create Affordable Commercial Space*–close racial disparities in the cost burden of commercial spaces for businesses that serve priority populations.
    - ◊ *Access to Capital*–close racial disparities in access to capital for small businesses , especially BIPOC-owned businesses.

◊ *Mitigate Increased Costs*–equitably distribute burdens and benefits of policies, permitting, taxes, and fees, especially on businesses that serve priority populations.

- **Prevent Community Displacement:**
  ◊ *Manage Growth*–equitably distribute growth and make targeted improvements to increase access to opportunity so that the complex structure of a community is able to remain intact and priority populations have the ability to thrive in place.

  ◊ *Prevent Loss*–equitably distribute burdens and benefits of rising rents, demolition, and redevelopment so that these key components of an intact community are not diminished, displaced, or disrupted.

  ◊ *Cultural Anchors*–retain and strengthen community-serving establishments that provide critical goods, services, advocacy, and support, and are the heart of a community.

  ◊ *Culturally Appropriate Goods and Services*–preserve and strengthen businesses and business districts that serve priority populations.

  ◊ *Cultural Business Districts*–preserve and strengthen cultural business districts as they are the real and symbolic centers of their communities.

  ◊ *Social Networks*–preserve and protect from disruption the informal relationships that together comprise "the village" and support individuals, families, and communities.

Strategies to Prevent Displacement:
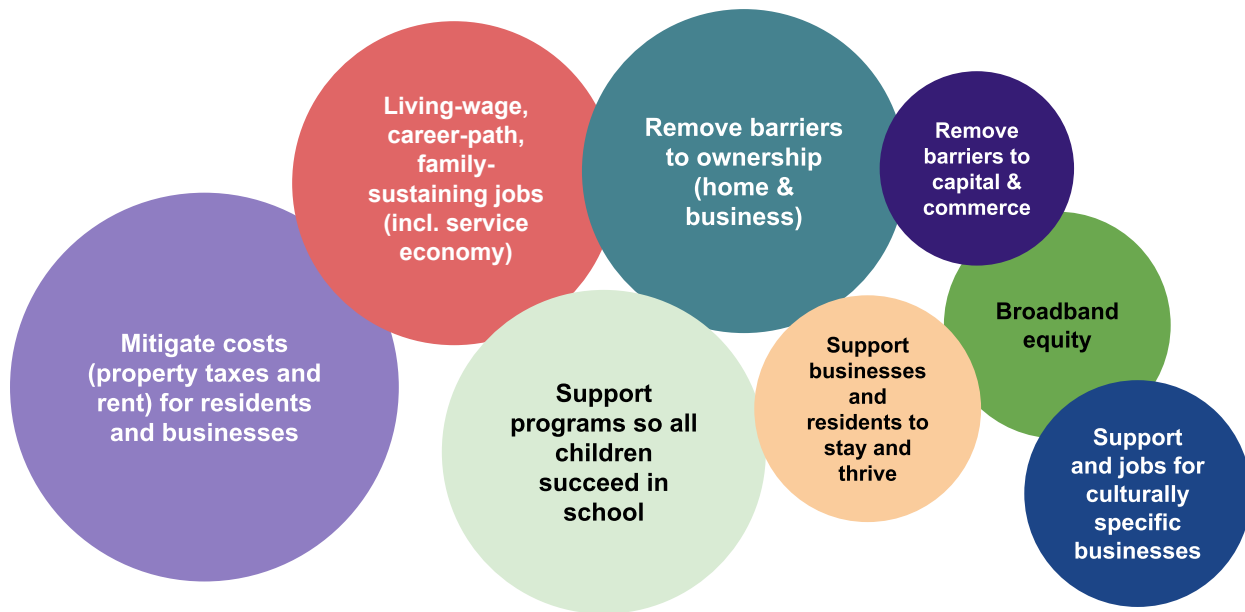Anti-Displacement Fund Priorities

Driver Two: Advance Economic Mobility and Opportunity

The ability for people to contribute to and benefit from our strong economy requires effective education and training, clear pathways and open doors to high-quality careers, financial security, and a local economy with entrepreneurial opportunities at a variety of scales and types.

This will require a coordinated and scaled-up focus on the following equitable outcomes:

- **Effective Education:** Close racial disparities in educational success and attainment at all levels from Pre-K through post-secondary.

- **Financial Security:** Close racial disparities in employment, wages, and job sectors.
    - ◊ *Good Jobs*–increase living-wage, career-path, family-sustaining jobs (including in the service economy) and middle-class jobs for people in all neighborhoods.
    - ◊ *Effective Training*–all people can enter career-path living-wage jobs.
    - ◊ *Open Doors*–remove barriers to career-path, living-wage jobs and high-quality careers; prevent labor discrimination; close racial disparities across the breadth and hierarchy of the region's workforce.

- **Wealth:** Close racial disparities in wealth. Wealth provides the resilience to withstand emergencies and to afford post-secondary education for adults and the next generation. Wealth, in the form of inheritance, especially when accrued over generations, provides a leg up for our children; and homeowners have an added level of housing stability that renters do not have. Wealth does not come from being an employee and a renter.
    - ◊ *Equitable Homeownership*–remove barriers to wealth; close racial disparities on homeownership.
    - ◊ *Strong Local Economy*–close racial disparities in business success.
    - ◊ *Strong Small Businesses*–close racial disparities in access to capital, access to entrepreneurial opportunities; and in long term sustainability.

Strategies to Advance Economic Mobility and Opportunity:
Anti-Displacement Fund Priorities

- Living-wage, career-path, family-sustaining jobs (incl. service economy)
- Remove barriers to ownership (home & business)
- Remove barriers to capital & commerce
- Broadband equity
- Mitigate costs (property taxes and rent) for residents and businesses
- Support programs so all children succeed in school
- Support businesses and residents to stay and thrive
- Support and jobs for culturally specific businesses

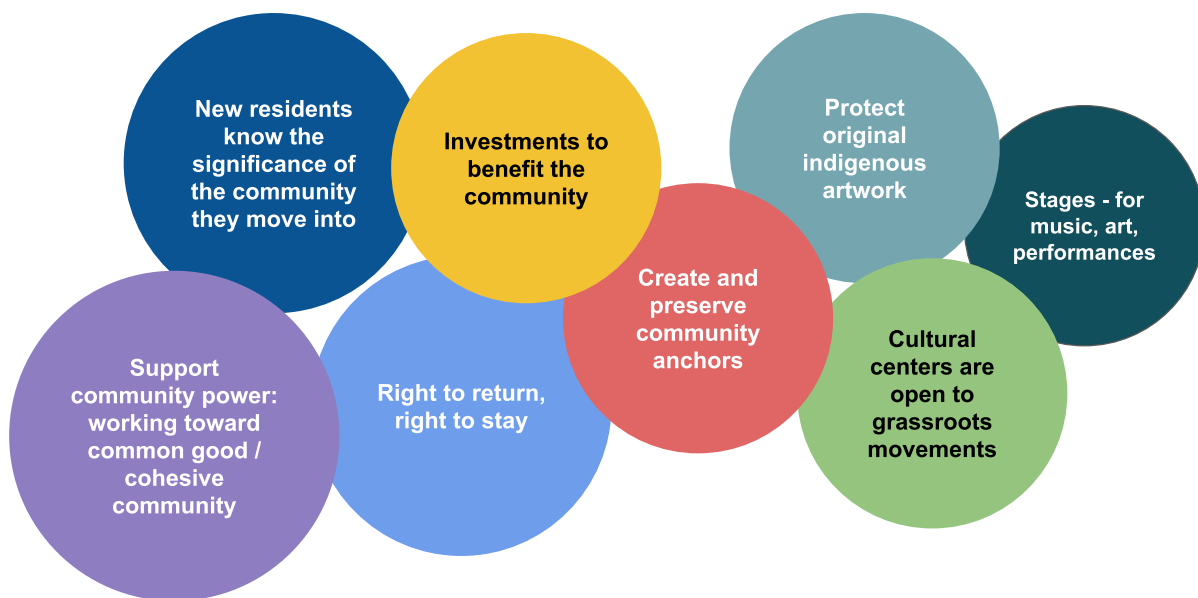## Driver Three: Build on Local Cultural Assets

The ability for priority populations to thrive in place and for Austin to continue to benefit from its identity as a cosmopolitan city requires that priority populations have the ability to shape their futures and that those assets that distinguish and strengthen them are strong and clearly identifiable. Community character, cultural identifiers, and values are important to respect and enhance. Together, they are essential components of an intact community.

This will require a coordinated and scaled-up focus on the following equitable outcomes:

- **Intact Communities:** Protect social networks and build on local assets and the resources of priority populations to close the racial disparities of who lives in complete neighborhoods that are safe and have convenient access to culturally appropriate goods and services, with intact social networks. This includes a variety of housing options, affordable healthy food and other commercial services, quality public schools, public open spaces and recreational facilities, affordable active transportation options, and civic amenities.

- **Community Character:** Protect local community character, cultural diversity, small businesses, and community values to close the racial disparities of who benefits from and who bears the burdens of neighborhood change.

- **Cultural Anchors and Networks:** Equitably distribute resources to cultural anchors that sustain and provide stability for their communities, and close the racial disparities of who benefits from and who bears the burdens of neighborhood change. Support a network of cultural anchors as a structure for effective and engaged community leadership. They are essential to a complete anti-displacement effort.

- **Self-Determination:** Close racial disparities of which communities have the ability to influence City policies, programs, and investments by supporting the development of strong community leaders, organizations, and coalitions that represent, serve, and are accountable to priority populations.

Strategies to Build on Local Cultural Assets:
Anti-Displacement Fund Priorities

New residents know the significance of the community they move into

Investments to benefit the community

Protect original indigenous artwork

Stages - for music, art, performances

Support community power: working toward common good / cohesive community

Right to return, right to stay

Create and preserve community anchors

Cultural centers are open to grassroots movements

Driver Four: Promote Transportation Mobility and Connectivity

The ability for people to thrive requires effective and affordable public transportation, especially for those most dependent on it. These trips may be very different from the typical professional commute from residential community to job center during commute hours. For many who rely on public transportation, a complete network is essential to make trips to jobs, schools, shops, services, and other key destinations at a wide variety of times of day.

This will require a coordinated and scaled-up focus on the following equitable outcomes:

- **Complete Networks:** Close racial disparities in commute times to work and access to those other facets of daily life such as schools, quality childcare, goods and services, cultural anchors, and recreation by prioritizing the completion of networks that meet destination and scheduling needs for transit-dependent and priority populations in high-displacement-risk neighborhoods.

- **Affordable Transportation:** Close racial disparities in transportation costs by enacting policies and programs to reduce fares for priority populations. Encourage employers to create flexible working conditions that allow people to work from home.

- **Equitable Transit Access:** Create equitable access to all neighborhoods via affordable and reliable transit to neighborhoods throughout the city.
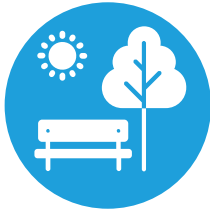
Driver Five: Develop Healthy and Safe Neighborhoods

The ability for priority people and communities to thrive is dependent on their ability to live in healthy and safe neighborhoods where they can meet basic needs. It is essential to create neighborhoods that enhance community health through access to public amenities (schools, economic opportunity, quality childcare, civic infrastructure, transportation, parks, open space, health care, and other services), affordable and culturally relevant food, and safe and healthy environments for everyone.

This will require a coordinated and scaled-up focus on the following equitable outcomes:

- **Decent Housing:** Close racial disparities in housing discrimination, quality, and insecurity by enacting policies and programs that create safe, well-managed, right-sized, and right-priced housing; and that enforce fair housing laws, strong tenant protections, and decent housing quality standards.

- **Healthy Food:** Close racial disparities in cost and availability of affordable healthy foods by enacting policies, programs, and investments that make culturally appropriate healthy food available to priority populations, providing community gardens in multi-family developments and requiring community benefits agreements when businesses that raise the costs of healthy food displace existing businesses or enter neighborhoods that are home to people at risk of displacement.

- **Safe Neighborhoods:** Close racial disparities of accidents, crime, and emergency response times by protecting safety of priority populations from crime and accidents. Close racial disparities in public safety actions. Address land use issues that create flooding and erosion and contaminate creeks and other water sources.

- **Healthy Environments**: Close racial disparities in population and neighborhood health indicators like asthma and exposure to toxins through environmental mitigation investments and pollution regulation measures. Close racial disparities in neighborhood indicators that provide health benefits such as in the quantity and quality of tree canopies, especially street trees,[10] and safe and accessible sidewalk networks. Equitably address land use issues that add to the heat island effect.

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[10] Why Urban Tree Canopy is Important for Cities

Driver Six: Equitable Access to All Neighborhoods

It is important to leverage private developments to fill opportunity gaps in amenities in areas with high displacement risk while also expanding the supply and variety of housing and employment choices to create equitable access to neighborhoods with histories of exclusion and current-day barriers to BIPOC households and workers.

This will require a coordinated and scaled-up focus on the following equitable outcomes:

- **Leverage Private Sector:** Close racial disparities in wages and provide equitable access to jobs by creating policies that require private commercial investments to provide apprenticeships, job training, and pathways to employment for BIPOC workers experiencing systemic barriers to employment.

- **Equitable Access:** Close racial disparities in who lives in neighborhoods with histories of exclusionary real estate practices by:
    - ◊ Affirmatively furthering fair housing through public investment in affordable housing.
    - ◊ Requiring new private development to provide affordable housing, as allowed by state law.
    - ◊ Pairing these policies with additional investments in culturally relevant services and organizations that build social cohesion and inclusion across communities.
    - ◊ Denying access to City resources when companies demonstrate patterns of unwillingness to create affordable housing or allow access to BIPOC for highly paid positions.

Racial Equity Drivers and equitable outcomes are not intended to be viewed independently. Correctly designed, coordinated, and timed investments are fundamental to undoing the structural racism that creates today's disparities. Considered separately, they will result in transactional wins that do not produce lasting change. They present an integrated fabric of ideas, each of which addresses one specific component of the Vision for an equitable future. Achieved together, it has the potential to make the transformative systems change needed to shift from the current trajectory of unwieldy economic growth that marginalizes far too many and compromises the diversity that makes Austin an attractive place to live, work, and play.

The Gentrification Cycle
WORKING-CLASS MINORITIES DISPLACED BY HIPSTERS
ARTISANAL CUPCAKE and HOOKAH BAR
BODEGA
OUT OF BUSINESS
¡MALDITA SEA!
2013 Jan Sorensen www.jansorensen.com

WHAT YOU BELIEVE IS GOOD FOR

ALL

"Suffocating Black Wealth" an OtherWords cartoon by Khalil Bendib

IS NOT ALWAYS THE CASE

"Equality Hurdles" Emanu

AND IT SHOWS IN YOUR LIFE-ALTERING POLICIES & ACTIONS!

DO YOU HAVE PROOF THAT YOU BELONG HERE?
VOTE HERE
VOTER ROLLS
"Native Suppression" Clay Jones claytoonz.com

Chapter 3: Root Causes and Current Day Inequities

Austin's history of inequitable growth is evident in today's outcomes

Austin's History of Systemic Racism

Understanding existing disparities and their historical origins is critical to using the Racial Equity Anti-Displacement Tool to design for better outcomes.

Austin's long history of systemic racism led to disparities in housing, transportation, health, education, and economic outcomes.[11] Many of the racial inequities that exist today are a direct result of past and current laws, ordinances, and city planning, including:

- **Genocide and colonization of Native and Indigenous Peoples**: Multiple genocides were committed on the native people of Central Texas. Natives were hunted, detained, converted, and colonized in successive waves of white, Mexican, and other occupations. Amongst the violence, Natives were racialized in a way that slated them for extermination and denied them the most basic notion of human agency.[12] Systematic displacement and massacre of indigenous peoples is documented by their words at council meetings, treaty parlays, trade encounters, journalistic interviews, and more. Ethnic cleansing as a strategy, sometimes explicit—sometimes implicit—was thoroughly employed.[13]

- **Enslavement and colonization of African people:** Exploitation of the labor of enslaved African people was part of the original colonization of Texas under Spanish rule. Despite being outlawed under Mexican rule following their independence from Spain, Stephen F. Austin and many white settlers actively worked to guarantee their right to hold slaves. Slavery was legal in the Republic of Texas and free Black people were banished from Texas under the constitution. The enslavement of Black people continued when Texas joined the United States and, later, the Confederate States of America. Even after the Emancipation Proclamation legally ended slavery, white plantation owners refused to release their enslaved workers until Federal troops were sent to Texas to enforce the Proclamation two years later. Discrimination and violence by white people against Black people continued well after emancipation and for many decades in the Jim Crow South. The lives of African Americans in Central Texas have been shaped by enslavement, violence, and legal discrimination for centuries.

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[11] Inheriting inequality: Austin's segregation and gentrification
[12] Finding Loston–Tane Ward
[13] Texas history: What happened to the Native Americans in Texas?

- **Displacement of Freedom Colonies:** Communities such as Clarksville, Wheatville, Kincheonville, Masontown, and Gregorytown were established by formerly enslaved people after the Civil War and interspersed throughout the city and its outskirts. To enforce racial segregation and the relocation of Black families to East Austin, the City denied them the public services enjoyed by the surrounding neighborhoods, such as paved streets, sidewalks, street lighting, sewers, and flood control measures. At the same time, because of local policies like the adoption of the 1928 City Plan for Austin and banking discriminatory practices coupled with institutional racism, Freedom Colony residents struggled to maintain or improve their homes.

- **Removal of Mexican Americans:** Parts of Austin's old First Ward and settlements along Shoal Creek were predominantly Mexican and Mexican American. The increased land value resulting from stabilization of the Colorado River and the rise of "downtown" Austin's business district pushed out Mexican American residents, businesses, and churches.

- **The 1928 City Plan for Austin and creation of a segregated "Negro District"**: Through early 20th century zoning and planning policy, the City established a "Negro District" designed to keep Black people separated from whites. City Planners were aware of the fact that they could not legally zone neighborhoods across racial lines, but they recommended the creation of a "Negro District" because the largest Black population was already located in East Austin. They wrote in the plan:

  > There has been considerable talk in Austin, as well as other cities, in regard to the race segregation problem. This problem cannot be solved legally under any zoning law known to us at present. In our studies in Austin, we have found that the negroes are present in small numbers, in practically all sections of the city, excepting the area just east of East Avenue and south of the City Cemetery. This area seems to be all negro population. It is our recommendation that the nearest approach to the solution of the race segregation problem will be the recommendation of this district as a negro district...[14]

This district was the only part of the city where Black people could access schools, public utilities, and other public services. However, the City underfunded public services in the district, and private developers refused to provide utilities as an alternative option for residents, as was common in white neighborhoods. Streets in some parts of the district were not paved until the 1960s and 1970s. The district was also the area with the fewest zoning restrictions.

- **Redlining:** The segregation and concentration of people and industrial uses in Austin was further perpetuated by the Home Owners' Loan Corporation (HOLC), established in 1933 by the U.S Congress to refinance mortgages in default and prevent foreclosures. In 1935 the corporation created residential security maps for 239 cities to indicate the level of security for government-backed mortgages and other loans. The maps graded

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[14] A City Plan for Austin, Texas.

areas considered "Best" for lending as Type A. These areas were primarily wealthy suburbs on the outskirts of town. "Still Desirable" neighborhoods were given a Type B grade, and older neighborhoods were given a Type C grade and considered "Declining." Type D neighborhoods were labeled "Hazardous" and regarded as most risky for loans. Austin's Type D areas closely followed the boundaries of the "Negro District." It meant that families seeking to purchase property in the area—most often Black families— could not access loans with favorable terms. Families that did purchase property had to go through white intermediary buyers or purchase small houses and add on later as they saved more money. Redlining also limited Black property owners in maintaining, repairing, and adding to their buildings; as only personal funds were available; and contributed to the later perception of these neighborhoods as "slums."

- **Racially restrictive covenants and segregated public housing:** A form of tri-racial segregation that used "caucasian only" or "white only" in private deeds and covenants emerged. This marked a shift from the previously used language of "no people of African descent" and was a direct response to the increased numbers of people from Mexico or of "Mexican descent". This tri-racial system prohibited both Black and Latinx people from buying or renting homes in many neighborhoods outside of East Austin.[15] These deed restrictions were often required by the Federal Housing Administration to even secure financing for the construction of housing.

  In the 1930s, the City Council also voted to build racially segregated public housing, Santa Rita Courts (for Mexican Americans), Rosewood Courts (for African Americans) and Chalmers Courts (for whites), the first federal public housing projects in the nation, all of which were located in East Austin.

- **Early Chinese immigrants to Austin were prohibited from owning property:** Discriminatory laws denied Chinese immigrants (who were prohibited from citizenship under federal law) the right to own property in Austin. The spouses of these immigrants could be stripped of their U.S. citizenship and its benefits.

- **In 1957 large swaths of East Austin were designated as an industrial zone:** The Industrial Development Plan of 1957 guaranteed that polluting industries were located in primarily communities of color and resulted in hazardous living conditions, lowered property values, and the construction of toxic properties like the Tank Farm and Holly Street Power Plant. Lower property values meant that property owners lost wealth, made it difficult to get loans to maintain and expand their buildings, and opened the door to predatory buying practices in later years.

- **The building of I-35 and Mopac:** In the middle of the twentieth century, the federal government heavily subsidized the construction of the Interstate Highway System. In cities across the country, transportation agencies selected routes that demolished established central neighborhoods, often where communities of color resided, to make room for the new highways with little or no input from affected communities.

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[15] Austin Restricted: Progressivism, Zoning, Private Racial Covenants, and the Making of a Segregated City

On August 21, 1958, City Council approved the land acquisition for the widening of I-35 to expand East Avenue into I-35, seizing property from predominantly Black and Latinx households.[16] While racial segregation in Austin predated the construction of I-35, when it was completed in the early 1960s the new highway physically divided the city and continues to harm surrounding communities' health. In 1971, the construction of the MoPac Expressway destroyed nearly one-third of the homes in the historic Clarksville Freedom Colony, which caused the displacement of many Black families. When the Crosstown Expressway project threatened to wipe out the other half of the neighborhood, Clarksville residents took the City to court, got the neighborhood removed from the freeway plans, and won state and federal historic designations for the neighborhood.

- **Urban renewal or "urban removal":** This federally funded program subsidized the acquisition and clearing of sites for redevelopment by tearing down slums and "blighted" areas. Less than 1% of funding went to assisting residents with relocation. Austin's urban renewal efforts focused primarily on areas with majority Black and Latinx populations such as Brackenridge (1969), University East (1968), Kealing (1966), and Blackshear (1969). The projects displaced people of color from large areas and turned formerly residential land into parks and schools without providing adequate opportunities for displaced households to return. The program therefore became known by many people of color as "urban removal."

- **Environmental policies and ordinances focused exclusively on West Austin, directing more intensive development to East Austin**: In the early 1990s, primarily white West Austin homeowners successfully advocated for stricter development-control ordinances like the Drinking Water Protection Zone over the Edwards Aquifer. By the late 1990s, the City established the Desired Development Zone (DDZ) to steer development and redevelopment away from environmentally sensitive areas in West Austin to East Austin, which led to gentrification and displacement of Black and Latinx people. These plans are still actively referenced to target East Austin to this day.

- **City-supported zoning and economic development activities to diversify Austin's economy as a hub of innovation and technology that have not brought equal prosperity to all parts of town:** From the 1950s to today, business leaders have led an economic development effort to expand the city's economic base with the tech industry (a primarily white workforce). As the explosive local economy and cultural sheen draws 150 new residents per day and pushes up the cost of living, older houses and apartment buildings in East Austin's residential neighborhoods have been purchased by higher-income, often white, households and developers better able to compete in a hot real estate market.

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[16] Not in the Plan: Silencing Communities of Color in Austin's Planning History

History Is Still with Us: Impacts of Red and Yellow Lining

Many of Project Connect's investments are being made in areas with a long history of racially motivated disinvestment. The current-day impacts of this history are still experienced by households and businesses that experience barriers to capital, intergenerational wealth, and political power, to name a few. This history and its legacy makes these areas ripe for real estate speculation and displacement that could be fueled by new transit investments.

The practice of redlining, described on page 40, is a good example of this history. As the map below indicates, the largest Type D area closely followed the boundaries of the "Negro District" as defined by the 1928 City Plan. Type D and C areas were underinvested by the public and the private sector due to governmental policy. As a result of the disinvestment, these areas have lower property values and are therefore home to people with low incomes and low-revenue businesses that are particularly susceptible to displacement.
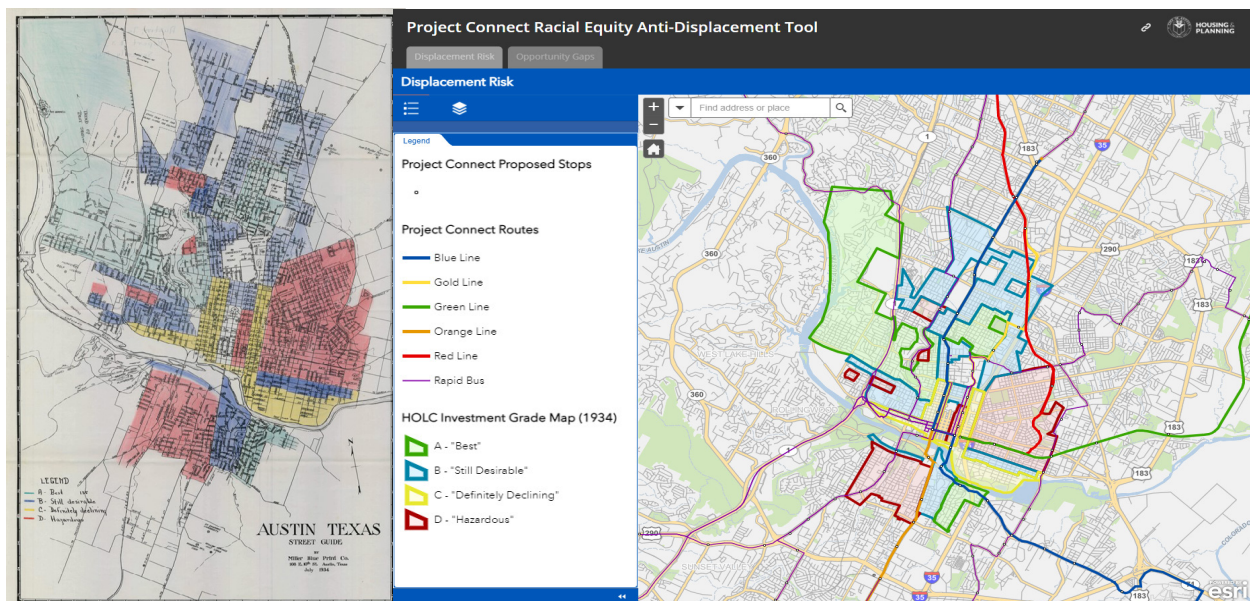

Figure 11. *Left - Image of original HOLC Investment Grade Map from 1934. (Credit: Mapping Inequality Project, University of Richmond)*
Figure 12. *Right - Image from the Project Connect Racial Equity Anti-Displacement Map showing the HOLC Investment Grades from 1934 and Project Connect lines (link to online map)*

Displacement Risk and Inequities Today

In Austin's current context of rapid growth and escalating cost of living, market forces alone will not be able to produce equitable growth. Displacement risk exists for priority populations and will worsen without community-led and government-supported action to create the conditions for community stability and economic mobility. Too often, studies do not examine the psychological and emotional factors that are part of the equation during and after displacement. Displacement is a traumatic experience that can have long-lasting effects: not only mental but physical. A scan of key determinants of social, physical, and economic well-being indicates they are not equitably distributed and that many communities already do not have the means to flourish.

Project Connect Racial Equity Anti-Displacement Maps

Displacement Risk

Access to Opportunity
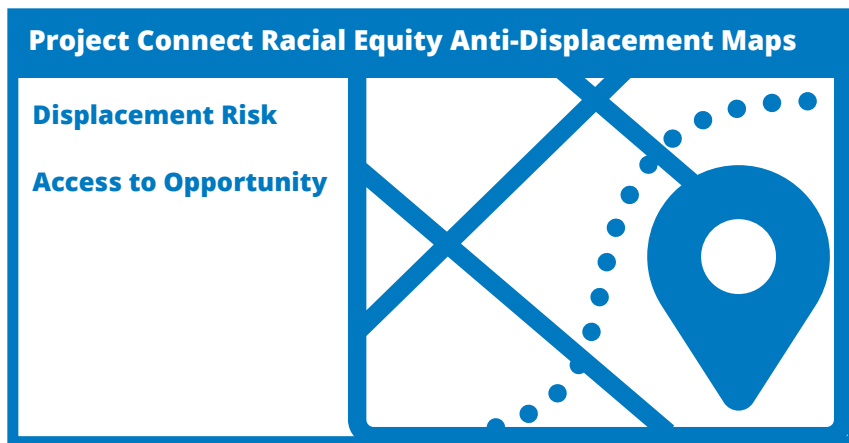
This chapter is paired with an online [map series](#) that allows users to view geographic information in an interactive map format.

Displacement Risk

Uprooted: Residential Displacement in Austin's Gentrifying Neighborhoods and What Can Be Done About It is a joint initiative of faculty with The University of Texas School of Law and the Community and Regional Planning Program at The University of Texas at Austin (2018).[17] The project identified gentrifying neighborhoods where residents are at the highest risk of displacement. Researchers conducted a three-part analysis: the presence of vulnerable populations, residential market appreciation, and demographic change. To determine vulnerable populations, the Uprooted authors used indicators to identify residents who, according to academic research, are least able to absorb housing costs. Catalysts pointed out that this is not a complete list, and there are several other groups that should be considered such as: retirees of color unable or struggling to pay rising taxes, people who are medically fragile, people with disabilities, and people exiting foster care or the penal system, to name a few.
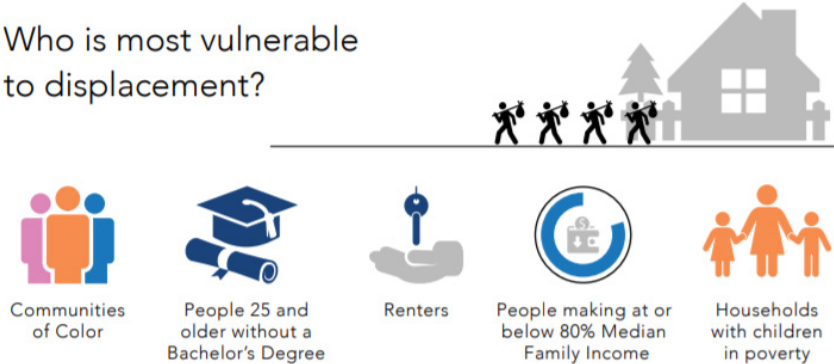
Figure 13. Uprooted Report graphic

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[17] Uprooted: Residential Displacement in Austin's Gentrifying Neighborhoods and What Can Be Done About It

City of Austin Housing and Planning staff updated the data in 2019 and simplified the categories below.

1. **Vulnerable:** Vulnerable populations present, no significant demographic change, some tracts are near high-value and high-appreciation areas.

2. **Active Displacement Risk:** Vulnerable populations present, active demographic change, accelerating or appreciating housing market.

3. **Chronic Displacement Risk:** Vulnerable populations have been displaced, significant demographic change has occurred, housing market is high value and appreciated.

4. **Historical Exclusion:** These areas have historically excluded vulnerable populations and are not subject to gentrification and displacement in the same ways.

As the map indicates, the areas of highest risk of displacement—those defined as Vulnerable, Active and Chronic displacement risk—effectively follow what has come to be known as the Eastern Crescent.

Figure 14. *Image from the Project Connect Racial Equity Anti-Displacement Map showing displacement risk categories and Project Connect lines (Link to online map)*

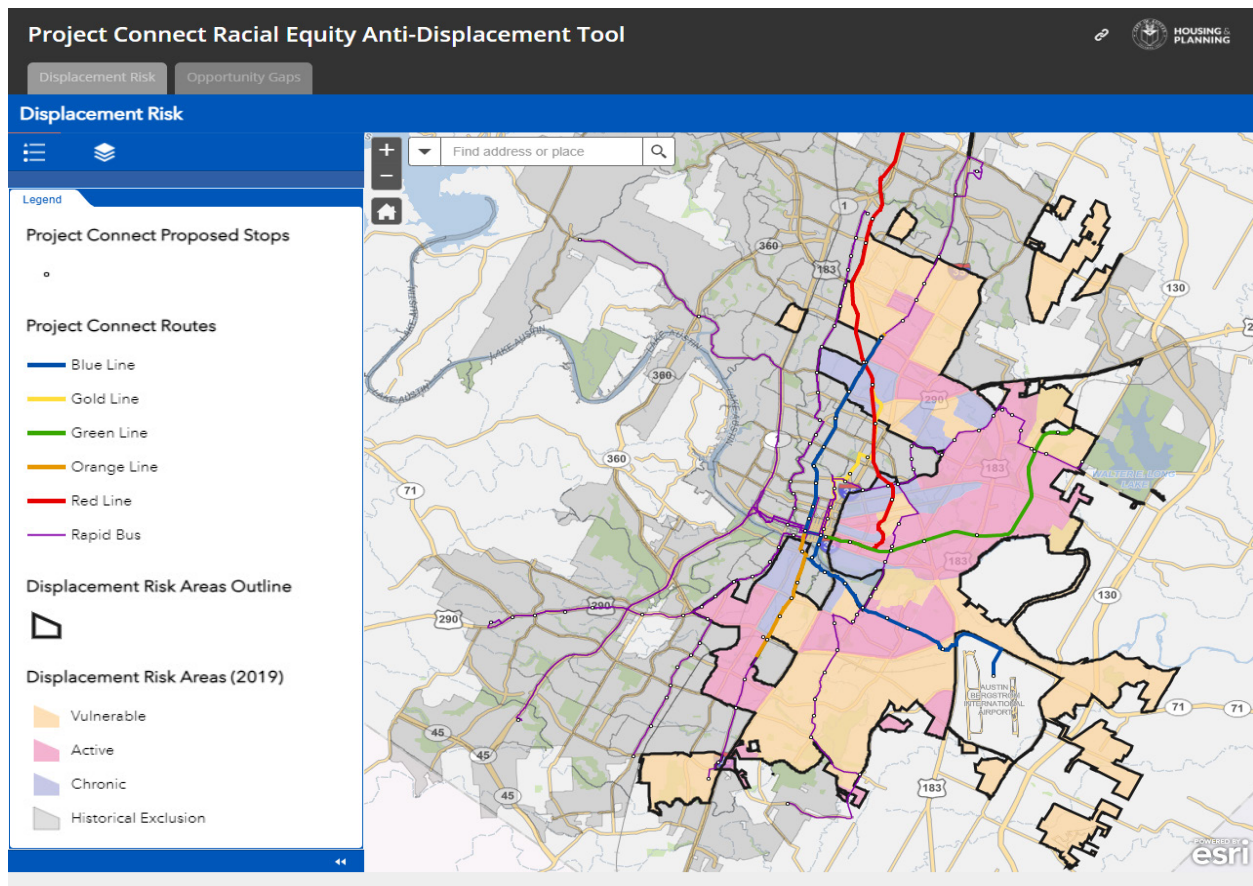The displacement risk categories are used in the Tool to quantifiably affirm the Catalysts, experience with neighborhoods in the Eastern Crescent where displacement is the biggest threat. It validates these areas as the priority for anti-displacement funds to be invested.

The three categories of Vulnerable, Active, and Chronic Displacement also show the temporal nature of the displacement process that Catalysts reported. They know when displacement is coming, what it looks like in real time, and the lasting effects of displacement after the fact. The displacement risk categories can be used in the Tool to evaluate whether Project Connect decisions, specifically funding decisions, account for this temporal process. For example, investments in areas of chronic displacement should be designed to help displaced communities re-establish roots.[18] Investments in areas of heightened vulnerability can prioritize securing land for community-led projects in advance of escalating land costs. Areas of active displacement may need more stabilizing investments for existing residents such as tenant and homeowner rights or acquisition and preservation of low-cost market rate housing.

The data used in the displacement risk categories are insufficient to prescribe solutions for specific neighborhoods. Government staff and leaders should not be tempted to use it this way. Anti-displacement place-based strategies and projects must be developed by communities at risk of displacement through engagement and partnership with the City. The categories provide a starting point for these planning processes but cannot be a substitute.

Access to Opportunity

Access to opportunity refers to the ability to attain the amenities that are key determinants of social, economic, and physical well-being. These are also critical components of preventing displacement.

The Tool asks if policies and anti-displacement investments fill a gap in opportunity identified by communities or leverage an existing amenity. The City of Austin has mapped some of the amenities that Catalysts identified and research has confirmed are essential components of a high-quality of life.

Additional data points should be mapped throughout the life of the Tool. An Opportunity Index should also be created to pair with the displacement risk categories to more easily track progress toward an equitable distribution of opportunity throughout the city and to facilitate design of solutions tailored to those most at risk of displacement in a specific location.

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[18] City of Portland Preference Policy

Proximity to Healthy, Affordable Food

This map of healthy food retailers illustrates access to healthy, affordable food. It is acknowledged that most of these locations are based not on culturally referenced food, but on "legitimated" retailers. The map below shows the areas within a 5, 10, 15 and 20-minute walk to healthy food stores that accept SNAP benefits. The majority of healthy food retailers are located outside of the Eastern Crescent.
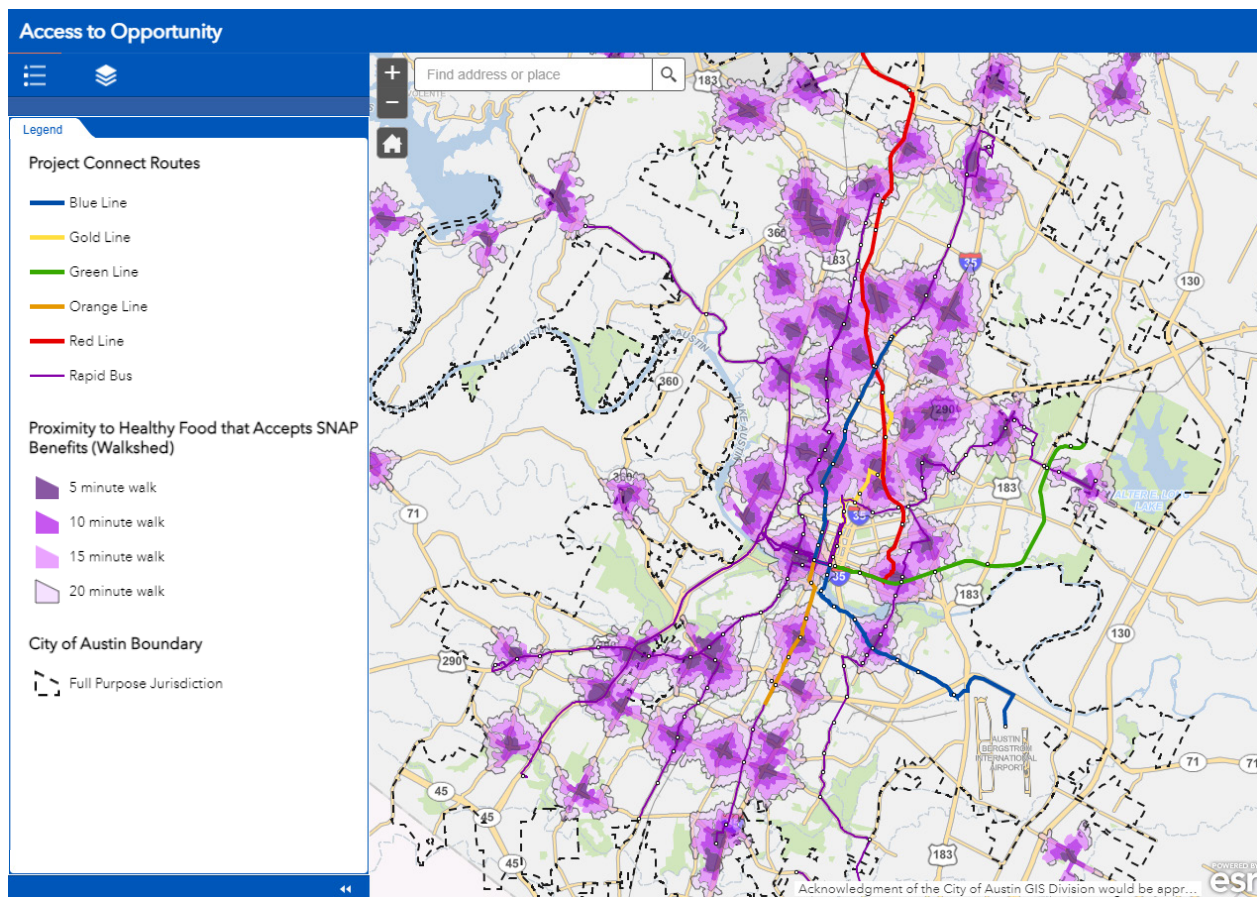
Figure 15. Image from the Project Connect Racial Equity Anti-Displacement Map showing proximity to healthy food stores that accept SNAP and Project Connect lines (Link to online map). (Credit: Data from City of Austin Office of Sustainability)

Proximity to a Public Library

Libraries are public facilities maintained by the City that serve educational, political, social, and civic functions. The map below shows the areas within a 5, 10, 15 and 20-minute walk to a library.

Figure 16. Image from the Project Connect Racial Equity Anti-Displacement Map showing proximity to public libraries and Project Connect lines (Link to online map)

Proximity to a Public School

Public schools are public facilities maintained by the Austin Independent School District (AISD) and other school districts that serve educational, political, social, and civic functions. The map below shows the areas within a 5, 10, 15 and 20-minute walk to an AISD public school. In 2017, shortly following voter approval of $1.1 billion school bond,[19] AISD proposed consolidation of six East Austin elementary schools—Brooke, Norman, Sims, Metz, Sanchez and Zavala—effectively shifting funds out of the Eastern Crescent.[20] In 2019, the district approved the closures of Pease, Brook, Metz, and Sims elementary schools three out of which are located in the Eastern Crescent. It is acknowledged that the 2017 AISD school bond closed multiple schools in the Eastern Crescent in favor of preserving educational opportunities in West Austin.[21] Stephanie Hawley, the district's chief equity officer, emphasized that the District's school closure plan perpetuates longstanding policies of racial and economic segregation.[22]
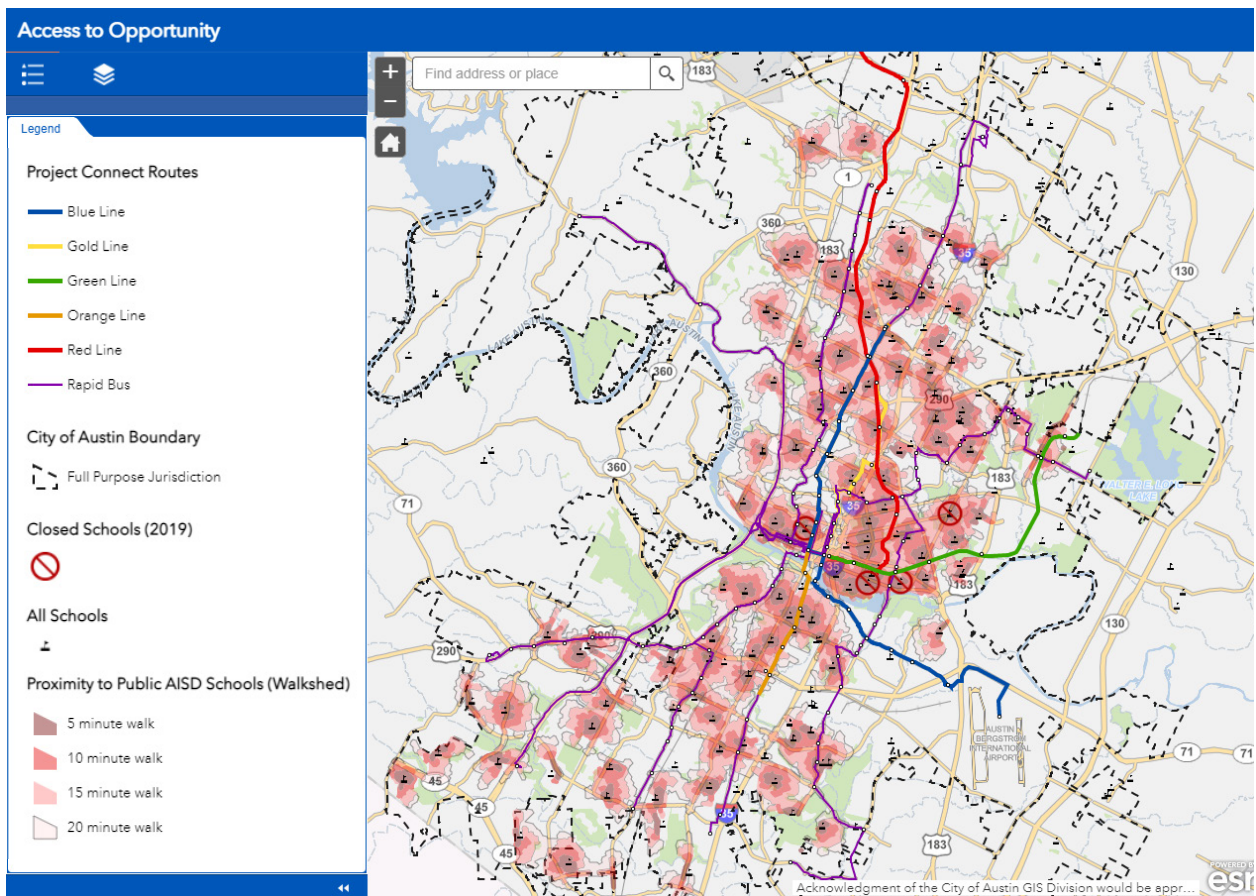
Figure 17. Image from the Project Connect Racial Equity Anti-Displacement Map showing proximity to public schools, the four public schools that were closed for the 2019-2020 school year, and Project Connect lines (Link to online map)

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[19] Voters approve $1.1B Austin ISD bond, largest in Central Texas history

[20] AISD's plan to close, consolidate schools strains public trust

[21] 2017 Bond Summary Table

[22] Austin school closures further district's racist history, report says

Proximity to a Community Recreation Center

Community recreation centers are public facilities maintained by the City of Austin that offer a variety of programs for youth and teens, adults, and 50+ seniors. It is acknowledged that the St. John and Kealing pools were dismantled based on racial preferences for swimming within the City of Austin.[23] The map below shows the areas within a 5, 10, 15 and 20-minute walk to a Community recreation center.
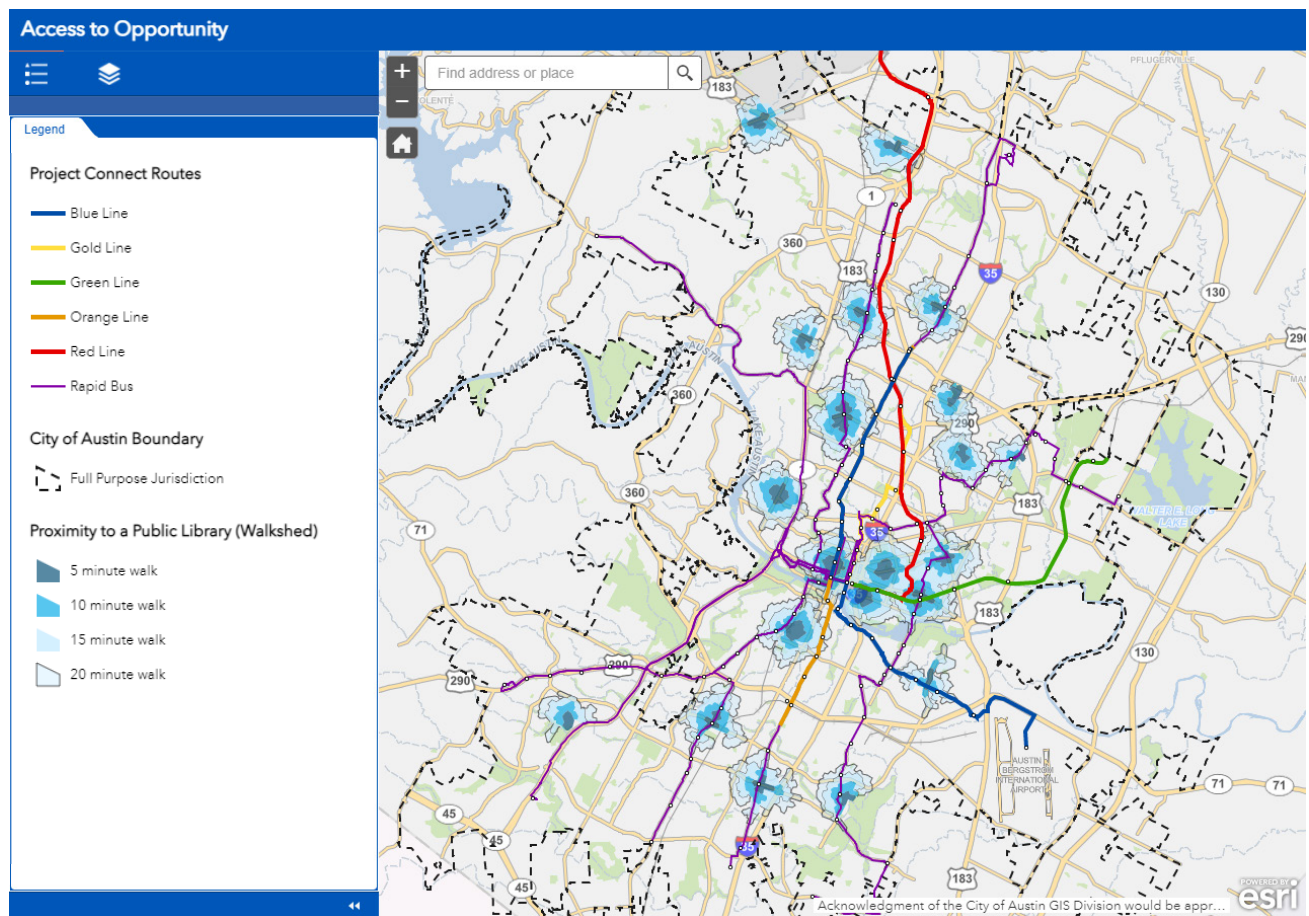

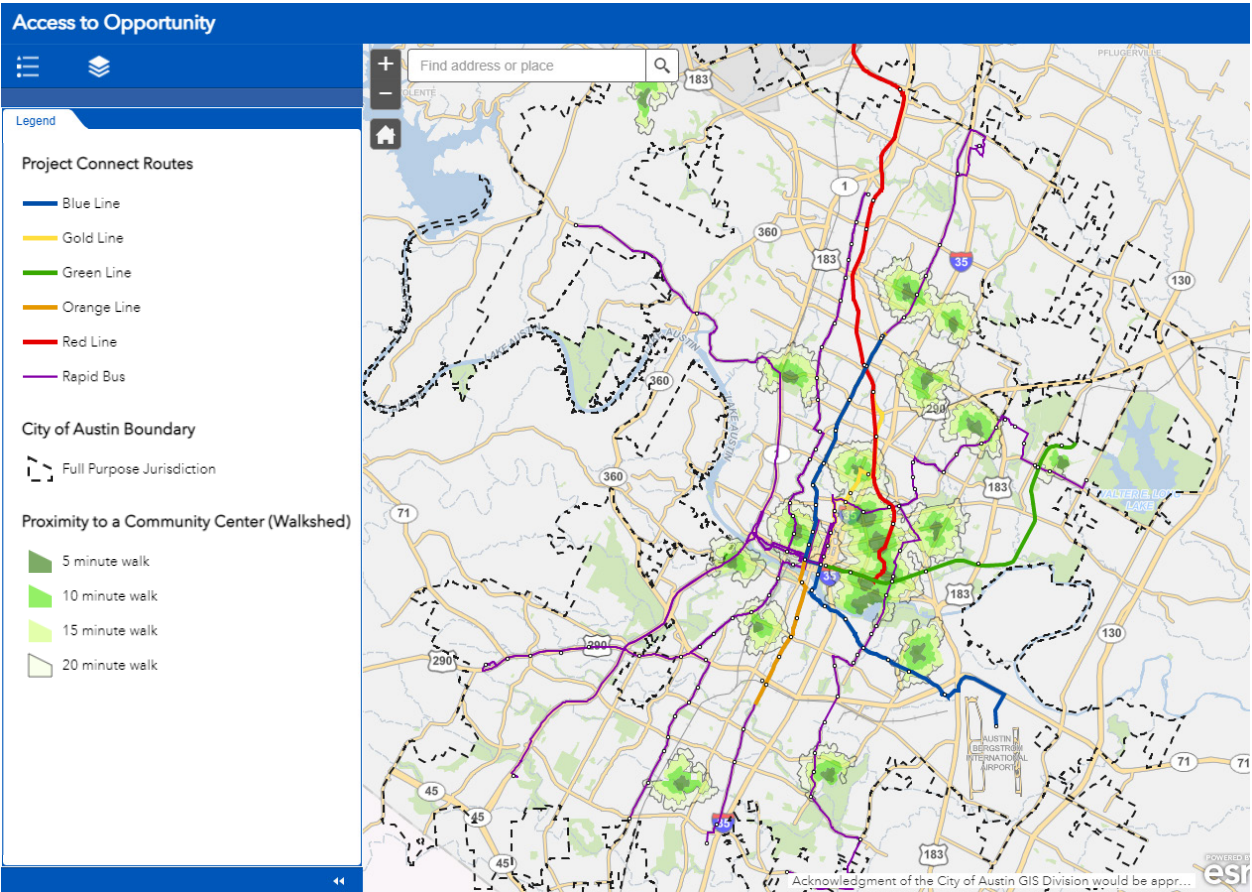*Figure 18. Image from the Project Connect Racial Equity Anti-Displacement Map showing proximity to community recreation centers and Project Connect lines (Link to online map)*

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23 City of Austin Aquatics Master Plan; City of Austin Aquatics Master Plan site suitability ratings and map; City of Austin Aquatic Facility Overview; Parks and Recreation Department Report Card

Chapter 4: Racial Equity Anti-Displacement Tool

A framework to evaluate Project Connect's investment, policy, planning, and program decisions

Informing and Evaluating Project Connect Decisions

The City has an opportunity and an obligation to reverse deep-rooted institutional inequities and make community-driven investment decisions specifically to close racial and economic disparities. This must be done in a manner that supports the communities most at risk of displacement so that they can fully participate in the economy and thrive. If successful in areas with gaps in opportunity, investments that are intentionally designed to support priority populations will improve opportunity as well as decrease displacement risk.

In Austin's current context of rapid growth and escalating house prices, market forces alone will not produce equitable growth. Displacement risk exists for priority populations and will worsen without government action to create community stability and economic mobility. The limited access to resources that some people face will persist without government intervention to fill gaps and leverage market strength to create equitable access to all neighborhoods. Therefore, the City is taking the initiative to standardize decision-making in a way that de-emphasizes or excludes input from those who see no problems with displacement and racial inequity.

The purpose of The Racial Equity Anti-Displacement Tool is to drive racial equity and anti-displacement in Project Connect decisions. It is designed to be used by a broad audience, including Austin Transit Partnership, Capital Metro, the City of Austin, partner institutions, and community members, especially those most impacted by displacement. It is to be used to score Anti-Displacement Fund proposals and to inform policy, planning, and program decisions. The Tool design incorporates Racial Equity Anti-Displacement Principles and the Racial Equity Drivers within the central components developed by the Racial Equity Catalysts:

I. **Community-Driven:** Depth of Relationship and Accountability

II. **Community Priorities:** Advance Racial Equity

III. **Community Guardrails:** Prevent Displacement Harm

Proposal Eligibility

The Tool is intended to support anti-displacement strategies and promote economic development opportunities by supporting community-initiated solutions that are designed and implemented by communities that are subject to displacement as the region grows. As such, the Tool will prioritize proposals that are able to demonstrate a thorough organizational commitment to equitable development as both practice and outcome in the relationship between the proposal and the community whose interests they seek to represent. Successful proposals will be those that best articulate a connection between their proposal and their ability to impact the Racial Equity Drivers. Proposals must also be able to explain how they propose to monitor the project's effectiveness, or face rejection.

Decision Criteria

Proposals that best meet the objectives of the Racial Equity Anti-Displacement Tool will be prioritized. Proposals are scored on how well they address Racial Equity Drivers and Priorities. Proposals are encouraged to address root causes and to coordinate multiple Equity Drivers and Priorities to increase impact. Applications will be reviewed based on a system adapted for the Seattle Equitable Development Initiative Fund and pioneered by the work of Social Justice Fund NW.[24]

- Decisions prioritize organizations/coalitions led by impacted communities that are working on advancing economic and racial equity in communities at high risk of displacement.

- Decisions are intended to target support to communities that are experiencing, or are at highest risk of experiencing, displacement pressures. Additionally, priority goes to communities that have historically experienced specific policies that limit the opportunity of people of color.

- Decisions are intended to complement other policies, plans, programs, and existing funding sources to address gaps identified by communities.

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[24] Seattle Equitable Development Initiative Fund

Recommended Eligible Uses

The Anti-Displacement Fund can support the following for Priority Populations within Priority Places:

- [Purpose Priorities for the Anti-Displacement Fund](#)
- [Community Capacity-Building Fund](#)
- **Development funds** include predevelopment, acquisition, and construction for projects that decrease displacement pressures and close opportunity gaps for those most at risk of displacement as articulated in the Tool. The Anti-Displacement Funds are intended to complement existing funding sources and may require covenants and deed restrictions to be placed on the property to ensure that the site is used for the proposed public benefits.

Underwriting Recommendations[25]

1. Multiple applicants may apply for the same geography. Applicants may be asked to work together on shared interests and priorities.

2. Awards not spent within a two-year period will be re-evaluated annually to determine whether the award should remain active.

3. Capital requests should be in line with cost per unit and/or cost per square foot underwriting standards from other funders involved in the project budget.

4. Coordinate with other private and public funders to ensure that proposals are not seeking duplicative funding for the same deliverables.

5. Approvals and final contracts may include conditions on funding to ensure the project meets legal requirements and adequately addresses potential risks to public funds.

6. Contracts may impose restrictions on consultant expenses for capacity-building grants in cases where the applicant may be over-reliant over a long period on outside expertise.

7. Funding may be restricted or declined where risks and rewards in development partnerships are not equitably shared between partner organizations.

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[25] Adapted from the Seattle Equitable Development Initiative Fund Guidelines

How to Use the Tool

The Tool includes five sections. Scoring criteria for each section informs project design and funding awards. Scored on a continuum, each criterion can earn a maximum of 5 points for a strong response, while an absent or weak response can earn 0 points.

- **For policy, planning and program decisions,** complete sections I-III.
- **For Anti-Displacement Fund capacity-building proposals**, complete Sections I-III.
- **For Anti-Displacement Fund projects**, complete sections I-IV. Questions I.1-3, II.A1-3, II.B1, II.C1-3, and IV.1-2 must each achieve at least 4 points for the proposal to be considered for funding.
- Section V should be used before each round of Anti-Displacement Fund award decisions is finalized.
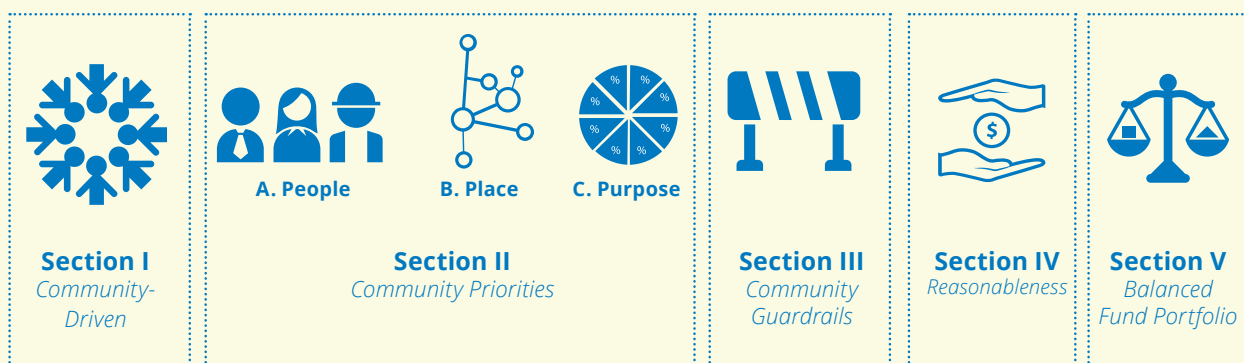
Section I *Community-Driven*	**A. People** **B. Place** **C. Purpose** **Section II** *Community Priorities*	**Section III** *Community Guardrails*	**Section IV** *Reasonableness*	**Section V** *Balanced Fund Portfolio*

Policy, planning, and program decisions
Complete sections I-III

Anti-Displacement Fund capacity-building proposals
Complete sections I-III

Anti-Displacement Fund projects
Complete sections I-IV. Questions I.1-3, II.A1-A3, B1, C1-3, and IV. 1-2 must each achieve at least 4 points for the proposal to be considered for funding.

Anti-Displacement Fund allocations
Complete section V before each round of funding award decisions are finalized.

Figure 19. *How to Use the Tool*

Racial Equity Anti-Displacement Tool

I. Community-Driven: Depth of Relationship and Accountability

To advance racial equity and growth without displacement, successful proposals must:

A. Be generated by communities at high risk of displacement through an established, accountable, and inclusive community process;

B. Seek to achieve goals established by communities at high risk of displacement;

C. Include community members at high risk of displacement in paid decision-making leadership during the design and implementation of the proposal; and

D. Demonstrate accountability to communities at high risk of displacement.

		Strong (deserves 5)				Weak (deserves 0)	
		Does this proposal....				*Scoring Criteria*	**SCORE**
FOR ANTI-DISPLACEMENT FUND PROPOSALS Criteria 1-3 must EACH achieve a score of 4 or higher for the proposal to be considered.		1. Advance the Vision of the Racial Equity Anti-Displacement Tool?	........or.......			Was the vision created without any consultation with those most impacted by displacement?	
		2. Use a collaborative or deferential model of community partnership between the institutions and those most at risk of displacement to make future decisions?	........or.......			Ignore or only inform those most at risk of displacement of decisions that are already made?	
		3. Use data disaggregated by race for transparency and decision-making and accountability to those most impacted by displacement?	........or.......			Is it not explicit about how data and decision-making are transparent and accountable to those most impacted?	
		4. Reflect the result of previously established and inclusive community efforts that included those most impacted by displacement?	........or.......			Does the proposal bear no resemblance to such previously created work?	
		5. Include a budget that adequately and equitably resources all community partners and participants and supports community coalition building?	........or.......			Does the collaboration rely on the unreimbursed or underpaid work of community partners and participants?	
		I. Community-Driven - Total Score 25 points maximum					

II. Community Priorities: Advance Racial Equity

To advance racial equity and growth without displacement, successful proposals must:

A. Meaningfully decrease displacement pressure and fill opportunity gaps for those most at risk of displacement: BIPOC households, BIPOC-owned businesses, and BIPOC-led cultural anchors (People);

B. Meaningfully decrease displacement pressures and close opportunity gaps in Eastern Crescent locations that are critical to communities, businesses, and cultural anchors at risk of displacement (Place); and

C. Meaningfully close opportunity gaps for communities, businesses, and cultural anchors at risk of displacement (Purpose).

A. People

		Strong (deserves 5)				Weak (deserves 0)	
		Does this proposal....				*Scoring Criteria*	**SCORE**
FOR ANTI-DISPLACEMENT FUND PROPOSALS Criteria 1-3 must EACH achieve a score of 4 or higher for the proposal to be considered.		A1. Explicitly describe how it decreases displacement pressures for BIPOC households who are at risk of displacement?	........or.......			Does it not consider how its unintended consequences may increase displacement pressures on BIPOC households?	
		A2. Explicitly describe how it decreases displacement pressures for BIPOC business owners at risk of displacement?	........or.......			Does it not consider how its unintended consequences may increase displacement pressures on BIPOC business owners at risk of displacement?	
		A3. Explicitly describe how it decreases displacement pressures for BIPOC-led organizations at risk of displacement?	........or.......			Does it not consider how its unintended consequences may increase displacement pressures on BIPOC-led organizations at risk of displacement?	
		A4. Explicitly describe how it decreases displacement pressures for Priority Populations?	........or.......			Does it not consider how its unintended consequences may increase displacement pressures on Priority Populations?	
		A5. Explicitly describe how it has a beneficial impact for BIPOC residents, businesses, or community-based organizations in the Eastern Crescent?	........or.......			Does it not consider that it may have an adverse impact on BIPOC people and entities in the Eastern Crescent?	
		A6. Explicitly specify what racial, income, and location quantitative and qualitative data informs this proposal?	........or.......			Was the proposal developed with no consideration of racial, income, or location data or with a pretense of racial neutrality?	
		A7. Explicitly specify which racial disparities the proposal aims to narrow or close?	........or.......			Does it not consider how its unintended consequences may increase racial disparities?	
II. Community Priorities: A. People - Total Score (35 points maximum)							

B. Place

		Strong (deserves 5)				Weak (deserves 0)	
		Is this proposal...				*Scoring Criteria*	**SCORE**
FOR ANTI-DISPLACEMENT FUND PROPOSALS Criterion 1 must achieve a score of 4 or higher for the proposal to be considered.		B1. Located within 1 mile of any Project Connect station in the Eastern Crescent to leverage transit investments and mitigate their displacement pressures?	........or.......			Is the proposal not located within 1 mile of a Project Connect station in the Eastern Crescent?	
		B2. Leveraging City or other publicly owned, previously developed, and developable land and properties to decrease anti-displacement pressures and close opportunity gaps?	........or.......			Does it propose to use publicly owned and developable land for purposes other than to decrease anti-displacement pressures and close opportunity gaps?	
		B3. Explicitly explaining how it aligns with the characteristics of the displacement risk categories to either address whether BIPOC communities and low-income people are vulnerable to displacement, actively experiencing displacement, experiencing chronic historic displacement, or are excluded from an area.	........or.......			Was the proposal developed with no consideration of the characteristics of displacement that communities in the target area experience?	
		II. Community Priorities: B. Place - Total Score (15 points maximum)					

C. Purpose

	Does this proposal....		Scoring Criteria	SCORE
	Strong (deserves 5)		**Weak (deserves 0)**	
FOR ANTI-DISPLACEMENT FUND PROPOSALS — Criteria 1-3 must EACH achieve a score of 4 or higher for the proposal to be considered.	C1. Represent a substantial effort to address a minimum of 3 Racial Equity Drivers, including at least 1 of Equity Drivers 1-3, equally?	........or.......	Is the proposal mostly about one Racial Equity Driver with others thrown in to comply with the application rules?	
	C2. Advance at least one Priority Purpose for use of anti-displacement funds?	........or.......	Does the proposal not meaningfully address how it advances at least one Priority Purpose?	
	C3. Address displacement at a root cause level by explicitly removing displacement pressures (e.g. protecting from real estate speculation)?	........or.......	Does the proposal only provide a minimal or temporary fix, but not meaningfully address a root cause of displacement?	
	C4. Identify measurable outcomes to advance the Equity Drivers?	........or.......	Does the proposal just use the appropriate vocabulary, without demonstrating an understanding of the structures and measures needed?	
	C5. Show a clear connection between the project and Equity Drivers?	........or.......	Does the proposal lack a clear connection to Equity Drivers?	
	C6. Provide an opportunity to transfer property to community ownership?	........or.......	Is this a market-rate development, or does it only address the immediate crisis (e.g., eviction prevention or rental assistance) rather than a long-term solution (e.g., tenant acquisition of their property or incorporating the property into a community land trust)?	
	C7. Address a historic injustice (e.g. invest in communities who experienced historic disinvestment or were displaced, support the preference policy, etc.)?	........or.......	Is the proposal silent on how it addresses historic injustices and/or does it reference "the market" as justification?	
	C8. Address an existing need or leverage an amenity identified by the community?	........or.......	Is the proposal unrelated to existing needs of the community?	
	C9. Address the needs of communities at risk of displacement at a sufficient scale to create real benefit for communities at risk of displacement?	........or.......	Is the proposed impact so minimal that the benefit to communities at risk of displacement will be negligible or non-existent?	
	II. Community Priorities: C. Purpose- Total Score (45 points maximum)			

III. Community Guardrails: Prevent Displacement Harm

In order to advance racial equity and growth without displacement, proposals must include guardrails against increased displacement or economic harm to BIPOC residents, businesses, and community organizations.

Strong (deserves 5)				Weak (deserves 0)	
In this proposal....				*Scoring Criteria*	**SCORE**
1. Are potential unintended harmful consequences on BIPOC communities or people with lower incomes clearly identified, and are meaningful measures to mitigate harm proposed?	.....or.....			Is it likely to disproportionally burden BIPOC communities or people with lower incomes?	
2. Is there clarity on how it decreases, or mitigates its contribution to any of the following types of displacement pressures on high-risk populations: direct, economic, cultural, and environmental?	.....or.....			Does it not even consider how its unintended consequences may increase direct, economic, cultural or environmental displacement on these populations while focusing only on economic growth?	
3. Is there an analysis of who benefits from and who bears the burden of financial costs associated with this proposal (e.g. taxes, bonds or fees; use fees or fares; construction and development costs; etc.), and are the benefits and burdens equitably distributed?	.....or.....			Do BIPOC households, businesses, and/or community organizations pay an inequitable share of the costs?	
4. Have all decision-makers taken the Undoing Racism® Community Organizing Workshop as well as read the "Uprooted" report, and are effectively using those materials to transform how they do their work as well as shape the goals and outcomes of their proposal?	.....or.....			Are decision-makers creating greater harm by perpetuating institutional racism, increasing racial disparities, and increasing displacement pressures on those who are most at risk of displacement?	
5. Are there strong structures to prevent conflicts of interest, or even the appearance of conflicts of interest, by requiring elected or appointed decision-makers who could themselves, or their family members, benefit financially from the proposal to recuse themselves?	.....or.....			Is there a possibility that decision-makers are motivated by self-interest?	
III. Community Guardrails - Total Score (25 points maximum)					

IV. Reasonableness - for Anti-Displacement Fund only

It is important that this proposal can be successfully implemented.

Strong (deserves 5)				Weak (deserves 0)	
In this proposal....				*Scoring Criteria*	**SCORE**
1. Does the leadership (Board and Executives) of the applicant reflect the racial / ethnic demographics of the community being served?	......or.....		Does the leadership (Board and Executives) of the applicant NOT reflect the racial / ethnic demographics of the community being served?		
2. Does the project budget adequately resource all community partners in the proposal?	......or.....		Does the project rely on the unreimbursed or underpaid work of partner organizations and residents?		
3. Does the applicant, factoring in proposed capacity-building efforts including formal partnerships, have the ability to deliver on the proposal?	.....or.....		Is the proposal clearly outside of the ability of the organization to be able to accomplish?		
4. Does the applicant have a clear idea of how to deliver on the programming aspects of the proposal demonstrated with previous examples?	.....or.....		Are the actual operations of the project entirely theoretical?		
5. Does the proposal reflect realistic costs and equitably fund BIPOC staff and partners?	.....or.....		Does the proposed budget not reflect realistic costs or inequitably fund BIPOC staff or partners?		
6. Has the proposal adequately identified potential risks and mitigations?	.....or.....		Are there significant issues that are not addressed that could limit the project's success?		
IV. Reasonableness - Total Score (30 points maximum)					

Criteria 1-2 must EACH achieve a score of 4 or higher for the proposal to be considered. (applies to criteria 1 and 2)

	TOTALS
I. Community-Driven: Depth of Relationship and Accountability	
II. Community Priorities: Advance Racial Equity - A. People	
II. Community Priorities: Advance Racial Equity - B. Place	
II. Community Priorities: Advance Racial Equity - C. Purpose	
III. Community Guardrails: Prevent Displacement Harm	
IV. Reasonableness - for Anti-Displacement Fund only	
COMBINED TOTAL	

Balanced Fund Portfolio Requirements - for Anti-Displacement Fund only

The goal is for balanced investments in each round and the portfolio in totality. For example, funds should be distributed across Priority Purposes to stave off displacement pressures, rather than entirely allocated towards one use such as affordable housing. Prior to final Anti-Displacement Fund award decisions, evaluators must step back to review high-scoring proposals within the current context of the community, displacement pressures, and within other proposals in this round, as well as the entire portfolio to ensure that funded projects achieve a balance of the following:

People
- A balance of priority populations

Place
- A balance of neighborhoods within the Eastern Crescent in different displacement risk categories (Vulnerable, Active, Chronic)

Purpose
- A balance of projects in areas in different displacement risk categories to prevent further displacement, address active displacement, or redress the harm to those already displaced
- A balance of priorities for soft (community and organizational capacity-building) and hard investments (land, construction, or program)
- A balance of projects that strengthen collaboration and build combined political will across funder networks, government agencies, and community coalitions to fight displacement
- A balance of projects likely to model systems change and innovate beyond typical public funding sources

Community-Led
Implementation
&
Accountability

Chapter 5: Community-Led Implementation and Accountability

Building power of those most impacted by displacement to use the Racial Equity Anti-Displacement Tool

The structure and actions described below to implement the Tool in an accountable and community-led way have the potential to cause transformative change, both within government and the broader community. They require Project Connect partners to embrace innovation, experimentation, learning, and ongoing improvement. The structure and actions are:

1. Build an Inside and Outside Accountability Structure
2. Build and Resource Community Power for Self-Determination and Ownership
   A. Establish a [Community Capacity-Building Fund](#)
   B. Shift Decision-Making Power to Community
3. Establish Principles and Guardrails for Equitable Decision-Making
4. Design the Anti-Displacement Fund to address the Equity Drivers, Priority Purposes, and Balanced Allocation Priorities
5. Make Systems Change to Leverage Anti-Displacement Impact
6. Convene a Cross-Department Racial Equity Anti-Displacement Core Team
7. Monitor and Report on Progress and Outcomes

1. Build an Inside and Outside Accountability Structure

Success requires ongoing partnership between government and community leadership. Community-led decision-making processes and a clear government accountability structure are needed to ensure decisions lead to equitable outcomes. **Leadership, staff capacity, internal accountability,** and **external accountability** are all critical to shifting power for those most impacted by displacement to have greater self-determination in how Austin grows. These four quadrants form a framework for an accountability structure discussed in further detail below.

- Equity priorities on the agenda
- Development of equity infrastructure
- Delegate and resource community power

Leadership

- Capacity to name issues of equity and take action
- Strong connections between staff and community

Staff Capacity

External Accountability

Internal Accountability

- Opportunities for community decision-making
- Processes for community capacity-building and leadership development

- Coordination across department and agencies
- Strong equity measures and reporting
- Equity in budgeting

Figure 20. Diagram adapted from City of Seattle's Equitable Development Initiative Implementation Framework

Leadership

Elected City officials, the Austin Transit Partnership Board of Directors, and leaders of Capital Metro must continue to raise and demonstrate greater public and internal awareness about the urgency of prioritizing and addressing racial equity in all Project Connect decisions. Agency leaders must also prioritize budget resources, cultivate external partnerships, develop and enable staff to lead, and actively remove barriers to success.

Staff Capacity

All agency staff involved must be given the training, resources, and support to identify and act on equity issues, and be charged with executing their duties in accordance with the new knowledge and priorities. At a minimum, this means an understanding of the Tool, partnering with community leaders, and collecting and using racially disaggregated data for decision-making. The City's Equity Office must work in close partnership with the Displacement Prevention Division to consistently center racial equity and community voices in the use of the Tool.

Internal Accountability

The City of Austin's internal mechanisms to prioritize and promote equity through use of the Tool should include an ongoing cross-departmental coordination team to facilitate use of the Tool, administrative support for the Anti-Displacement Fund, and a robust monitoring program. Austin's Equity Officer and Community Displacement Prevention Officer must work closely with Project Connect leadership and the cross-departmental coordination team to support and coordinate the four quadrants of the implementation framework.

External Accountability

Communities most impacted by displacement have a sophisticated understanding of the burdens of inequitable growth and the effectiveness of community-designed solutions. Institutions must defer to the leadership and expertise of these communities and be accountable to them. Governments' paid partnership with these communities during this upcoming period of institutional change and Tool implementation will be critical. Project Connect resources must first be made available to these leaders, organizations, and coalitions so their expertise can help shape policies, programs, and investments. This includes funding:

- Deep and sustained community capacity-building to implement anti-displacement solutions,
- Long-term community leadership in planning,
- Compensated participation in decision-making structures, and
- Reports of Project Connect's and the Anti-Displacement Fund's impacts on community well-being and displacement risk, and holding Project Connect and the Anti-Displacement Fund accountable.

2. Build and Resource Community Power for Self-Determination and Ownership

Building community power of those most affected by displacement pressures is a priority in the Tool's development and use. In creating the Tool, the Catalysts emphasized that using the Tool and making anti-displacement investments should rebalance power by centering community in paid decision-making structures. Catalysts were in consensus that Project Connect decision-making structures must use a collaborative or deferential model of partnership with the community. These structures require clear recognition of authority and early and sustained funding for community leaders and community-based organizations to lead and/or meaningfully participate.

Establish a Community Capacity-Building Fund

$27 million of the $300 million Anti-Displacement Funds are intended to support BIPOC-led and BIPOC-serving community-based organizations that deliver successful outcomes. Funding agreements will require that awardees demonstrate specific deliverables and benchmarks that show how the additional capacity will be able to assist them in delivering the proposed outcomes of the Tool to decrease displacement pressures and close opportunity gaps for those most at risk of displacement. Organizations are strongly encouraged to include coalition partners in the uses of funds, and those who repeatedly fail to meet benchmarks may forfeit further participation.

A Community Capacity-Building Fund should be established for the following categories of uses:

1. **Community Leadership:** Form coalitions, and train emerging community leaders.

2. **Community Pipeline of Projects:** Build the capacity of BIPOC-led organizations and BIPOC-owned businesses to prepare for proposing and implementing projects, potentially including hiring and training staff, contracting for technical assistance, strategic planning, and resource development.

3. **Community Partnership:** Build the capacity of BIPOC-led organizations to partner with the City, Austin Transit Partnership, and Capital Metro for outreach to and engagement of communities impacted by displacement around Project Connect.

4. **Community Planning**: BIPOC community-led planning activities for projects that will later seek larger capital dollars from the Anti-Displacement Fund, such as community workshops, events, research, visioning, and site design.

Shift Decision-Making Power to Community

The Spectrum of Community Engagement to Ownership (on the next page) should be used to design and evaluate decision-making structures for using the Tool and deciding which proposals receive resources from the Anti-Displacement Fund.[26]

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[26] [Spectrum of Community Engagement to Ownership](#)

Top axis: ▶▶▶▶▶ INCREASED EFFICIENCY IN DECISION-MAKING AND SOLUTIONS IMPLEMENTATION ▶▶▶▶▶ EQUITY

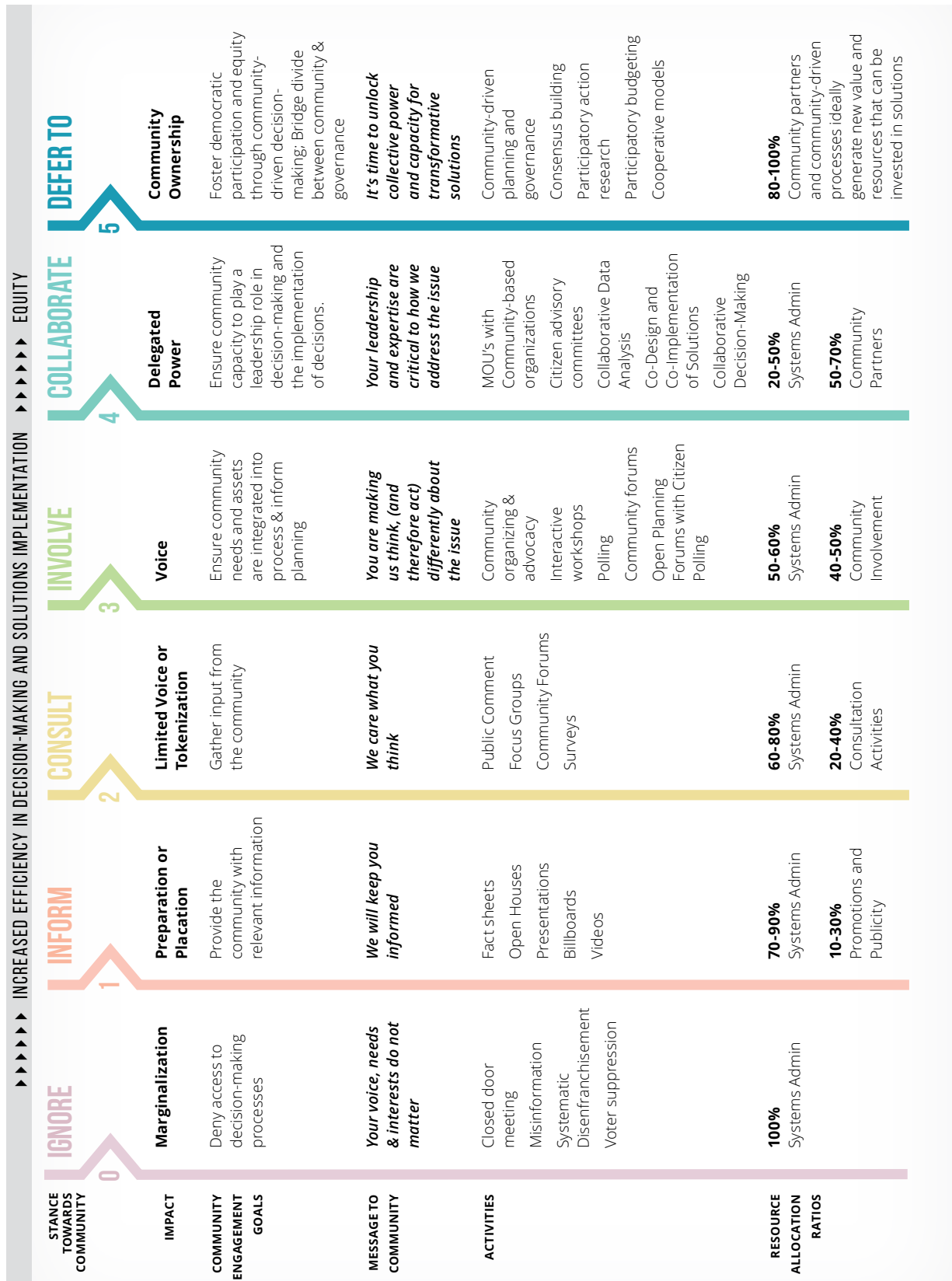| STANCE TOWARDS COMMUNITY	0 IGNORE	1 INFORM	2 CONSULT	3 INVOLVE	4 COLLABORATE	5 DEFER TO
IMPACT	Marginalization	Preparation or Placation	Limited Voice or Tokenization	Voice	Delegated Power	Community Ownership
COMMUNITY ENGAGEMENT GOALS	Deny access to decision-making processes	Provide the community with relevant information	Gather input from the community	Ensure community needs and assets are integrated into process & inform planning	Ensure community capacity to play a leadership role in decision-making and the implementation of decisions.	Foster democratic participation and equity through community-driven decision-making; Bridge divide between community & governance
MESSAGE TO COMMUNITY	*Your voice, needs & interests do not matter*	*We will keep you informed*	*We care what you think*	*You are making us think, (and therefore act) differently about the issue*	*Your leadership and expertise are critical to how we address the issue*	*It's time to unlock collective power and capacity for transformative solutions*
ACTIVITIES	Closed door meeting Misinformation Systematic Disenfranchisement Voter suppression	Fact sheets Open Houses Presentations Billboards Videos	Public Comment Focus Groups Community Forums Surveys	Community organizing & advocacy Interactive workshops Polling Community forums Open Planning Forums with Citizen Polling	MOU's with Community-based organizations Citizen advisory committees Collaborative Data Analysis Co-Design and Co-Implementation of Solutions Collaborative Decision-Making	Community-driven planning and governance Consensus building Participatory action research Participatory budgeting Cooperative models
RESOURCE ALLOCATION RATIOS	**100%** Systems Admin	**70-90%** Systems Admin **10-30%** Promotions and Publicity	**60-80%** Systems Admin **20-40%** Consultation Activities	**50-60%** Systems Admin **40-50%** Community Involvement	**20-50%** Systems Admin **50-70%** Community Partners	**80-100%** Community partners and community-driven processes ideally generate new value and resources that can be invested in solutions

Figure 21. *The Spectrum of Community Engagement to Ownership by Facilitating Power (Click here or on the image to view the chart online)*

3. Establish Principles and Guardrails for Equitable Decision-Making

Principles and guardrails for equitable decision-making are critical elements to protect against misuse of the Tool and mis-spending of Anti-Displacement Funds. These should be built into governing documents of Project Connect implementation structures.

Principles

1. Prioritize the vision and goals of BIPOC most at risk of displacement

2. Be accountable to BIPOC most at risk of displacement

3. Give authority to BIPOC most at risk of displacement to make decisions; compensate them for their expertise

4. Resource community organizing and building power to accomplish this work

5. Transform institutions through use of the Tool beyond Project Connect

Guardrails

1. Eliminate conflicts of interest of elected and appointed officials: for example, officials who are landlords, received funding support from potential Fund applicants, etc.

2. Provide full public transparency on all decisions, funds spent, actions accomplished, who benefits, what is next, etc.

3. Require the Undoing Racism® Community Organizing Workshop and practice for all elected officials, board and commission members, and government staff working on Project Connect.

4. Annual monitoring program report to BIPOC communities with Council and media attention, including Community-Level Outcomes, Early Warning Signals, Performance Measures, and Accountability in Decision-Making and Implementation

5. Enforce consequences for inequitable decision-making by City leaders; i.e., lose the right to decide

Community Uses the Tool and Governs the Anti-Displacement Fund

Catalysts unanimously stated that members of communities most impacted by displacement must play a role in using the Tool and oversight of the Anti-Displacement Fund. The CAC will promote that it is essential for those most

impacted by displacement pressures to be decision-makers. To that end, the CAC will promote the use of the Tool for Project Connect decisions and support the decisions of those most impacted. While the form of this relationship has yet to be determined, the function is clear. Communities most impacted by displacement should use the Tool to:

1. **Guide the Anti-Displacement Fund.** Potential responsibilities include the design and approval of Fund goals and guidelines, annual budget allocation spending plan, Request for Proposal criteria, and underwriting criteria.

2. **Make Anti-Displacement Fund award decisions.** This involves scoring proposals and making recommendations for award amounts.

3. **Hold the City of Austin accountable for spending the Anti-Displacement Fund per the racial equity framework and priorities expressed in this Tool.** This includes independently monitoring and evaluating the success of the Anti-Displacement Fund performance and process. If an evaluation finds funds were spent out of alignment with the racial equity framework and priorities expressed in the Tool, then a BIPOC-led and BIPOC-serving community-based organization should be given the authority to manage the program independent of the City's control.

4. **Evaluate Project Connect planning and policy decisions.** The following elements of Project Connect, ranked in order of priority, should use the Tool for design and decision-making:

    A. Neighborhood anti-displacement strategies

    B. Contracting and hiring local BIPOC firms and residents

    C. Outreach and relocation assistance programs for small businesses, homeowners, and renters

    D. Redevelopment plans around stations (e.g. Transit-Oriented Development policies and zoning plans)

    E. Purchasing properties for rights of way

    F. Choosing light rail station locations

    G. Use of surplus Austin Transit Partnership, Capital Metro, and City properties

    H. Placement of and planning for Park & Ride locations

4. Design the Anti-Displacement Fund with Tool Priorities

As Catalysts designed the Tool, they provided direction on the priorities for the Anti-Displacement Fund: which people and neighborhoods should benefit, and for what purpose funds should be awarded. The People, Place and Purpose Priorities listed below, including the Balanced Allocation Priorities, will be codified in the City's spending plan. The Tool can then be used to score proposals to ensure individual projects collectively achieve these priorities.

People: Black, Indigenous, and People of Color at risk of displacement are the priority populations to benefit from anti-displacement investments. More specific Priority Populations are described in Chapter 1.

Places: Neighborhoods within 1 mile of a Project Connect station in the Eastern Crescent have the greatest need for anti-displacement investments. See Chapter 1 for more details.

Purposes: The Priority Purposes are summarized below in order of largest to smallest allocation. Click on the links for additional details described in Chapter 1.

1. Affordable Housing: Purchase, preserve, and build rental and ownership housing affordable for a neighborhood's residents, whether currently at risk of displacement or previously displaced.

2. BIPOC-Owned Businesses: Create resources and affordable commercial space so BIPOC-owned businesses thrive.

3. Minimize Immediate BIPOC Resident Displacement: Provide cash assistance, rent, and property tax relief to those at risk of displacement.

4. High-Quality Jobs: Create access and remove barriers to career-path living-wage jobs.

5. Cultural Anchors: Support BIPOC-run nonprofit organizations that provide services to support and sustain specific cultural communities and also maintain and celebrate their cultures for current and future generations.

6. Land Bank: Purchase land for community-led projects.

7. Community Power and Capacity: Form community development corporations (CDCs), coalitions, leadership development, and community organizing.

8. Strengthen Tenant and Homeowner Rights: Provide legal and financial support to protect tenants and homeowners from unfair and predatory activity.

5. Recommendations for Systems Change to Leverage Anti-Displacement Impact

Systems changes in policy, practices, and spending across institutions will magnify the impact of the Anti-Displacement Fund. Catalysts identified systems change priorities to be made by the City of Austin, Austin Transit Partnership, and Capital Metro in addition to, and paid for **outside** of the Anti-Displacement Fund.

1. **Require "Undoing Racism® Community Organizing Workshop" and practice** for all elected officials, boards and commission members, and government staff working on Project Connect.[27]

2. **Cut Red Tape to Remove Barriers to Public Resources:** Reduce paperwork to access the MBE/WBE/DBE process, remove inequitable barriers such as construction insurance and bonding, and requirement for a physical office space. Support and expedite approval to be certified as a preferred vendor for the City of Austin, Austin Transit Partnership, and Capital Metro. Reduce paperwork for accessing affordable housing and small business programs.

3. **Right-Priced Affordable Housing Policy:** Define affordability to be 30% of a household's income based on neighborhood-level income data, not regional data.

4. **Long-term Affordability:** Require all new and preserved affordable housing to be affordable for 99 years.

5. **Grandfather Long-time Residents into the Housing Density Bonus Program**

6. **Preference Policy for BIPOC Residents and Businesses:** Give preference to BIPOC harmed by displacement when government resources are made available for affordable housing and business support in the areas they were displaced from.

7. **City, Austin Transit Partnership, and Capital Metro Land Prioritized for Anti-Displacement Projects:** Provide publicly owned land at no cost to mission-driven nonprofit developers to help meet the Anti-Displacement Fund goals while also boosting ridership and contributing to inclusive neighborhoods within walking distance of transit.[28]

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[27] About the Undoing Racism® Community Organizing Workshop
[28] Sound Transit TOD Program and affordable housing policy

8. **Compensate Businesses Impacted by Project Connect:** Provide financial support for business loss, beyond the federal minimum requirements, especially for business owners who rent their space. Equitably mitigate Project Connect impacts on businesses, particularly those most at risk of displacement.

9. **Be Proactive:** Create, strengthen and/or improve protective laws such as just cause eviction, minimum housing quality standards, etc.

10. **Create Accountability:** Enforce consequences for regular offenders such as real estate or financial predators, property owners who do not meet minimum housing quality standards, etc.

11. **Project Connect Local Hire or Priority Hire Policy:** Provide preference for career-path, living-wage jobs, pathways, and training for Priority Populations in Priority Places, and reduce access for all others. This is NOT just creating and filling a small number of the lowest wage temporary positions.[29]

12. **Remove Barriers to Full and Desirable Employment:** Remove barriers, especially in sectors with high-quality careers in which these barriers are rampant.

13. **Require Community Benefits Agreements of Large Businesses:** Require businesses to remove barriers to full, desirable employment and to provide training and support for Priority Populations to enter, thrive, and advance in the company; provide affordable housing; contract with MBE/WBE/DBE businesses for goods and services; and provide livable family wages for all employees; among others.

14. **Prioritize MBE Businesses for Institutional Contracts in all Project Connect Investments.**

15. **Remove Barriers for MBE/WBE/DBE Construction Companies:** Remove requirements for insurance, bonding, financial solvency, and warehouse/commercial yards that create inequitable barriers for businesses that have historically been denied access to capital.

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[29] Seattle Priority Hire Program

16. **Remove Barrier Requirement of Legally Insurable Spaces:** Remove specific barriers for businesses by allowing short-term leases on City-owned lots to MBE/WBE/DBE contractors during construction booms.

17. **Remove Barriers to Ownership (Home and Business), Capital, and Commerce.**

18. **Remove Barriers Preventing Businesses From Becoming Licensed and Provide Incentives:** Employ a variety of strategies to support historically BIPOC-owned businesses such as food, construction, hair and nail salons, barbers, cultural and ethnic merchandise stores, and entertainment.

19. **Ensure That Schools Provide All Children Skills They Need To Succeed:** Make equitable education investments within the school district and examine the role of curriculum and disciplinary policies in creating disparate outcomes.

20. **Support Tenant Ownership with a First Right to Purchase Policy:** Give tenants first right to purchase before properties are sold; allow them to transfer that right to a nonprofit.

21. **Create Equitable Tax Relief Structures for Low-Income Homeowners**: Support homeowners with new property tax exemptions, tax caps, tax subsidies, and tax amnesty programs.

22. **Create Wealth-Building Opportunities Through Equitable Zoning, Expedited Permitting, and Construction Grants:** Enact measures that support BIPOC homeowners in rezoning and building new units on their lots.

6. Convene a Cross-Departmental Racial Equity Anti-Displacement Coordination Team

The Equity Office and the Displacement Prevention Division of the Housing and Planning Department are well-positioned to co-convene a cross-departmental team to develop systems that support the four quadrants of the [accountability structure](#), including use of the Tool. This team will be able to elevate challenges and opportunities to leadership during the rollout and use of the Tool, then marshal resources and develop solutions.

Cross-departmental synergies that leverage each department's expertise will better deliver on racial equity. In addition to the Equity Office and the Housing and Planning Department, at least the following departments should be included in the team:

- The Office of Innovation which help establish new practices in measuring equitable outcomes;

- The Office of Sustainability, which furthers new and effective climate justice and community collaboration practices;

- The Economic Development Department which executes demonstrable commitment to workforce development, provides small business resources, and supports historic districts and cultural organizations; and

- The Transportation Department, which updates infrastructure standards and expands multimodal transportation systems with a focus on equity and anti-displacement. Staff from these offices will be critical members of the team, requiring dedicated time in their work plan.

Using the Tool with communities impacted by displacement will be a charge of the team. Early on, this team must partner with paid Catalysts to provide training on using the Tool and understanding race and social equity as they pertain to growth and transit investments. The Community Advisory Committee, Austin Transit Partnership Board, Capital Metro, and City leadership are initial audiences for this training.

Partnering with communities impacted by displacement will be an ongoing role for the team. Early activities will include contracting with Catalysts to roll out the Tool, establish the Community Capacity-Building Fund, and partnering with the Community Advisory Committee on the design of a data dashboard as part of the Project Connect monitoring program.

Sharing and developing best practices of equitable development will be a key focus of this team, including but not limited to the institutional change priorities identified by Catalysts. Through these discussions, the team will share lessons learned and identify new policy approaches to be referred to the Community Advisory Committee, City leadership, Capital Metro leadership, and the Austin Transit Partnership Board for adoption.

7. Monitor and Report on Process, Progress, and Outcomes

The Community Advisory Committee of Austin Transit Partnership is charged with assisting the community in the design of a data dashboard for greater accountability and transparency to the community. Regular reporting on the dashboard as part of a Project Connect monitoring program is a valuable opportunity to elevate and renew the conversation among policymakers and the community about how equitably Austin is growing and demonstrate how the Contract with Voters is being kept.

Metrics that are meaningful to communities impacted by displacement and racial inequity must be prioritized. The Catalysts identified data in three categories that should be considered for use:

- Community-level indicators measuring displacement and access to opportunity
- Early warning signals of displacement and predatory real estate practices
- Performance and accountability measures for Anti-Displacement Fund

In addition, data should be presented annually on the process used to allocate awards from the Anti-Displacement Fund, including decisions made, funds spent, actions accomplished, and who benefits.

Outline of a Monitoring Program

Interdepartmental coordination is key to measuring a structural issue like displacement. Data analysts from the cross-departmental coordination team should manage the monitoring program; compile and analyze data in partnership with community members; and present annual reports.

Presentations to Priority Population leadership, the Community Advisory Committee, Austin Transit Partnership Board, and Capital Metro and City leadership, will occur on a schedule that informs Project Connect-related deadlines and **prior to** the budgeting process to inform annual spending plan adjustments and resource needs.

Traditional data sources provide limited information. The community must have a role in identifying effective quantitative and qualitative data and analyzing the significance of findings. It requires a strong commitment to valuing the expertise of those most impacted by inequities to guide anti-displacement and transit

investments. Implementation of community-based research to capture innovative quantitative and qualitative data is required. This could include providing funding and support to enable communities to collect data that provides fuller insights into displacement of residents, businesses, and cultural institutions occurring in their communities and the response needed.

Designing the Measures

Developing the final measures should be done with transparency and in consultation with the members of communities most impacted by displacement. What is measured gets done so measure what matters. Examples of potential indicators are shown below. The indicators selected for inclusion in the monitoring program will be based on further outreach and research.

Community-Level Outcomes

Long-term indicators of outcomes in the community will serve as a North Star as Project Connect invests to achieve equity goals over the 13-year transit expansion. It is important to measure trends over time and geographic differences citywide to determine whether outcomes are improving for all people and places.

Indicators should be designed to meet specific purposes, namely gauging progress towards closing racial disparities. They can be substantially impacted through the inter-agency work on equitable development. Finally, they must be actionable, providing feedback that the City, Austin Transit Partnership, and Capital Metro can use to adjust policies and strategies.

Indicators should be consistent with the following best practices:
- Be based on available, reliable data that can be disaggregated by race and income
- Encompass a broadly meaningful outcome rather than an overly narrow aspect (no "small steps")
- Be compelling and easy to understand and use by those most impacted by displacement
- Have potential for measurable change within a period of time
- Have long-term relevance

Examples of community-level indicators include:
- % of households and businesses, disaggregated by race and ethnicity, that received anti-displacement funds who either remain in their neighborhoods

or return to neighborhoods from which they were displaced

- Racial/ethnic composition in the Eastern Crescent and the city as a whole
- Racial/ethnic composition of student body at each public school
- Homeownership disaggregated by race and ethnicity
- Shares of owner and renter households, by race/ethnicity, that are severely housing-cost-burdened
- Affordability and availability of rental housing by income level and number of bedrooms
- Supply of rent- and income-restricted housing units
- Homeownership rates by race and ethnicity
- Rate of poverty by race and ethnicity
- Business ownership by race and ethnicity
- Business closures or relocations by race and ethnicity
- Business longevity by race and ethnicity
- Business access to public and private financing by race and ethnicity of owner
- Jobs by sector, race, and ethnicity
- Closures or relocations of cultural anchors
- Shares of residents, by race and ethnicity, in proximity to frequent transit
- Shares of residents, by race and ethnicity, in proximity to parks and open space
- Shares of school-aged residents, by race and ethnicity, in proximity to well-resourced schools
- % of acres with multi-family dwelling zoning vs. % of acres with single-family dwelling zoning in majority BIPOC neighborhoods vs. majority white neighborhoods
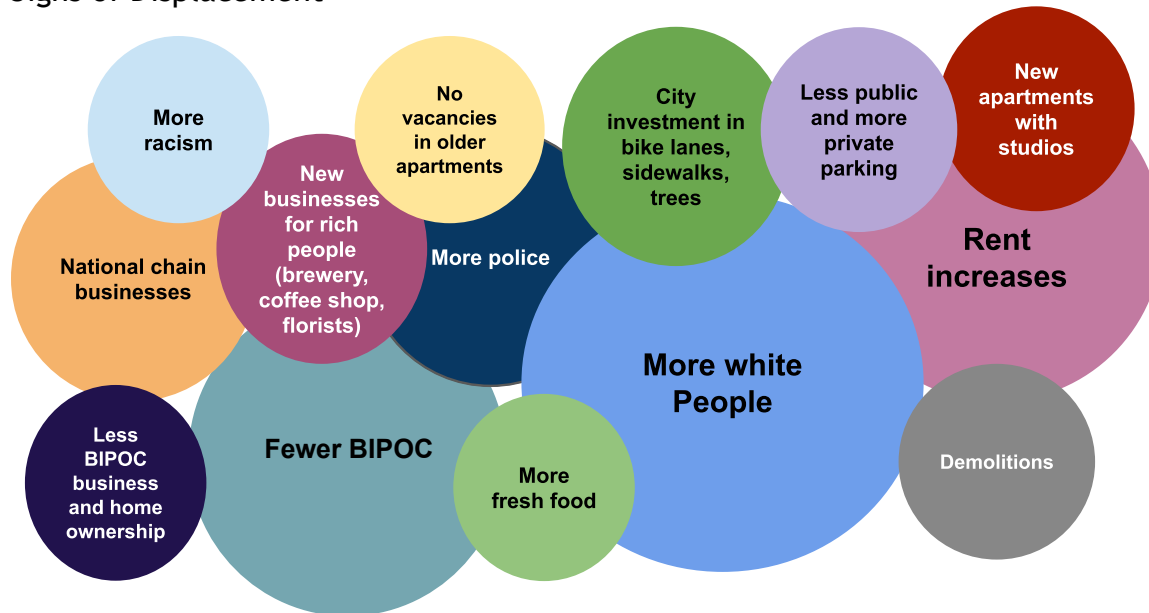
Early Warning Signals

Short-term measures will give real-time information to react to the ever-changing real estate market and focus attention on highest needs residents and neighborhoods in the Eastern Crescent receiving Project Connect investments. Overlaying this data with historic redline maps and walksheds showing proximity to transit investments can provide context for these signals.

Early warning signals of displacement pressures provide insight into overall trends in degree of displacement pressure. Early warning signals also indicate neighborhoods where displacement risk is imminent or greatest, types of households or organizations (businesses or institutions) most at risk, and the source of harm being done, in the form of speculative real estate practices.

Example indicators for early warning signals point to speculation:

- Above-average increases in neighborhood rent or decreases in vacancy rates of older apartments compared to citywide and countywide trends
- Clustering of sales of older apartment buildings serving as a proxy for low-cost market-rate housing
- Home sales price escalation above citywide and countywide trends
- Home flipping: purchase and resale in fewer than two years, with above-average increase in value
- Building permit activity: early design guidance and construction permits with additional data on unit sizes (studios vs. 3 BR)
- Neighborhood residential and commercial real estate market forecasts or market-strength indices
- Above-average increases in neighborhood rent or decreases in vacancy rates of older commercial spaces compared to broader citywide and countywide trends
- Signals of displacement or increased risk
    - ◊ % of mortgages near or greater than the property value
    - ◊ % of properties with liens (private money lenders on a deed, second mortgages, property tax lender loans on public record, mechanic's liens)
    - ◊ % of eligible homeowners not taking property or homestead exemptions
    - ◊ Formal and informal evictions
    - ◊ Delinquent property taxes
    - ◊ Utility disconnections and payment arrangements

Signs of Displacement

More racism

New businesses for rich people (brewery, coffee shop, florists)

No vacancies in older apartments

City investment in bike lanes, sidewalks, trees

Less public and more private parking

New apartments with studios

National chain businesses

More police

Rent increases

Less BIPOC business and home ownership

Fewer BIPOC

More white People

More fresh food

Demolitions

Performance and Accountability Measures

Performance and accountability measures can inform adjustments to the annual spending plan and Anti-Displacement Fund goals to correct course and build on progress. Data can also be collected to analyze how and by whom the Tool is being used, providing opportunities to strengthen the Tool's effectiveness in guiding anti-displacement investments.

- **People:**
  - ◊ % of awarded funds awarded by Priority Populations
  - ◊ # of people, businesses, and community organizations directly benefiting from Anti-Displacement Fund
- **Place:**
  - ◊ % of funds awarded by neighborhoods in the Eastern Crescent
  - ◊ % of funds awarded by displacement risk category
- **Purpose:**
  - ◊ % of funds awarded by Equity Driver
  - ◊ % of funds awarded by Priority Purpose
- **Process:**
  - ◊ % of funds invested in BIPOC-led organizations, businesses, and projects
  - ◊ Demographics of who uses the Tool, including race, ethnicity, income level, and position of authority

Accountability in Decision-Making and Implementation

It is essential that design and implementation decisions about all aspects of this project, including the Anti-Displacement Fund, are publicly tracked and reported. This project calls for governmental agencies to transform their decision-making processes in order to be fully inclusive, breaking from the habit of responding more fully to those who have power and money. This will require openness to evaluations by those most impacted, receiving criticism (or praise), admitting errors, learning, re-aligning, and improving. Decision evaluations will occur at a number of levels: the interagency partnership implementing Project Connect, individual agencies, and for decision-makers, especially elected officials, at an individual level.

Those creating the implementation plan for the Anti-Displacement Fund must establish clear criteria and timeframes to evaluate how and to whom the funds are awarded, with the clear mandate that the funds are transferred to a BIPOC-led community-based organization in the event of repeated or egregious missteps. Similarly, agencies and individuals who repeatedly decide to not advance racial equity or to increase displacement pressures must be removed from decision-making. It is through growing a decision-making infrastructure that understands and is committed to advancing racial equity and working against displacement that this project will successfully achieve the mandate of City of Austin voters.

Conclusion

Austin is poised for success. We have tremendous resources at our disposal, including a citywide commitment to eliminating institutional racism, community leaders committed to making real change, a workforce well-trained to understand racial inequities, a growing community development sector, a private sector well-positioned to invest in equitable outcomes, and Austinites that take pride in their values and concern for the well-being of their neighbors. All of these assets and more will be essential to making lasting change.

The vision of equitable growth without institutionalized racism and displacement is bold and the rewards for Austin are incredibly high. Should the vision be achieved, Austin will establish the national template for how to marry transit expansion and sound economic growth with equitable outcomes for all of its residents. It will be a 21st century global city unrivaled in its combination of racial equity, climate resilience, cultural diversity, and shared economic prosperity.

Figure 22. Community power graphic (Credit: Race Forward)

Appendix I

Government Causes of Inequitable Growth[30]

1. A history of land ownership limited, for generations, to white people
2. Land as a profit investment
3. Government budgets rely on property taxes which are dependent on land value
4. Tax system and government resources investing disproportionately in white homeownership
5. A private finance system that privileges white people and rewards speculation
6. Cities make public investments to attract wealthy residents into neighborhoods
7. Lack of public and private investment in Black and Brown neighborhoods
8. Public infrastructure projects and discriminatory code enforcement target displacement in Black and Brown neighborhoods
9. Zoning protects wealth and whiteness in exclusive neighborhoods and encourages displacement in Black and Brown communities
10. Government privileges relations with developers, landowners, and the civic organizations that support them

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[30] Race Forward

Appendix II

Prioritizing Anti-Displacement Funds Survey Results

Catalysts were asked how they would spend $100 on the priority purposes. The results of the survey are shown in the figure below. These survey results do not represent allocation guidelines; they serve as an example of what may be surfaced by the implementation of the tool from community members most affected by displacement or displacement risk during the process to allocate anti-displacement funds for Project Connect.
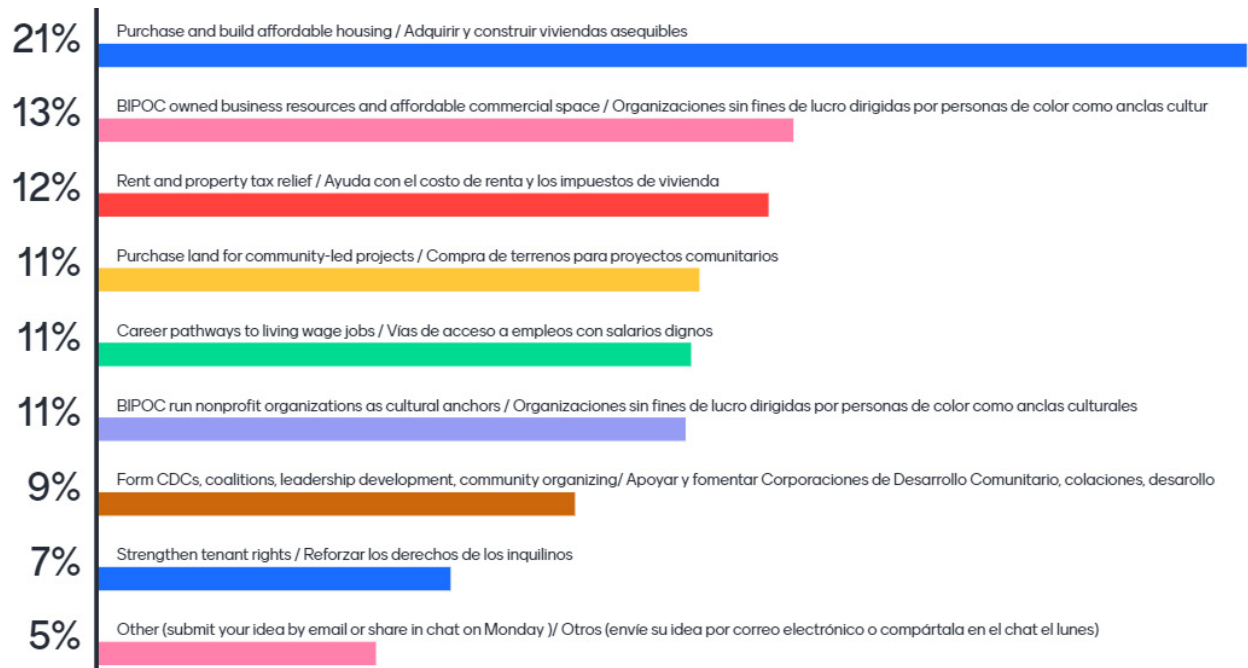
Figure 23. Results of Prioritizing Anti-Displacement Funds Survey

Appendix III

Project Connect Racial Equity Anti-Displacement Maps Data List

Link to [online map](#)

Map Layers	Description	Source
Displacement Risk		
Project Connect Proposed Stops	Project Connect proposed stops and stations. The exact location of these bus stops and light rail stations is subject to change	Capital Metropolitan Transportation Authority (CMTA), Project Connect System Plan, 2020
Project Connect Stops Buffers	One quarter mile, one half mile, and one mile distance buffers around the Project Connect proposed stops and stations	City of Austin, 2021
Project Connect Routes	Project Connect transit routes including light rail lines, commuter rail lines, and rapid bus routes	Capital Metropolitan Transportation Authority (CMTA), Project Connect System Plan, 2020
Project Connect Routes Buffers	One quarter mile, one half mile, and one mile distance buffers around the Project Connect transit routes including light rail line, commuter rail lines, and rapid bus routes	City of Austin, 2021
Proximity to a Project Connect Station or Stop (Walkshed)	Areas within a 5, 10, 15 and 20-minute walk time to a Project Connect proposed stop or station	City of Austin, 2021
Displacement Risk Areas within 1 mile of a Project Connect Stop	This layer shows displacement risk areas that are within 1 mile of a Project Connect proposed stop or station	City of Austin, 2021
HOLC Investment Grade Map (1934)	This layer is a digitized version of an original 1934 Investment Grade map produced by the Home Owners' Loan Corporation. These maps assigned neighborhoods across the country a rating to determine their lending risk and suitability for the substantial public investment and subsidies that were granted in the following decades. The grades were "A - Best," "B - Still desirable," "C - Definitely Declining," and "D - Hazardous." In Austin like many other cities across the nation, the assignment of these subjective grades were closely correlated to the location of racial concentrations. Exclusively White neighborhoods in Central and West Austin were considered "Best" and "Desirable" for investments. Predominantly Black and Latinx neighborhoods in East and South Austin were considered "Declining" and "Hazardous" for investment and thus prevented from receiving mortgages backed by the federal government. "Hazardous" areas were often targeted with polluting infrastructure.	Mapping Inequality, University of Richmond, updated 2019

Map Layers	Description	Source
Displacement Risk (continued)		
Displacement Risk Areas Outline	This layer is based off the methodology used for research at the University of Texas for the 2018 Uprooted report and mapping. The methodology includes a three-part analysis to measure neighborhood level displacement risk: the presence of vulnerable populations, housing market appreciation, and demo-graphic change. City of Austin Housing and Planning Department staff updated the data in 2019 and simplified the categories.	City of Austin, 2021
Displacement Risk Areas (2019)	This layer is based off of the methodology used for research at the University of Texas for the 2018 Uprooted report and mapping. The methodology includes a three-part analysis to measure neighborhood level displacement risk: the presence of vulnerable populations, housing market appreciation, and demographic change. City of Austin Housing and Planning Department staff updated the data in 2019 and simplified the categories. The four displacement risk categories are as follows:- Vulnerable: Vulnerable populations present, no significant demographic change, some tracts are near high value and high appreciation areas- Active: Vulnerable populations present, active demographic change, accelerating or appreciating housing market- Chronic: Vulnerable populations have been displaced, significant demographic change has occurred, housing market is high value and appreciated- Historical Exclusion: These areas have historically excluded vulnerable populations and are not subject to gentrification and displacement in the same ways.	City of Austin, 2021
City of Austin Boundary	City of Austin Full Purpose Jurisdiction Boundary	City of Austin, 2021
BIPOC Population Percentage (2019)	Percentage of the population within each census tract in the Austin Metropolitan Statistical Area that is Black, Indigenous, or a Person of Color	American Community Survey, Table B03002: Hispanic or Latino Origin by Race, 2019 5-year estimates
Black Population (2019)	Population within each census tract in the Austin Metropolitan Statistical Area that is Black or African American including Hispanic and Non-Hispanic ethnicities	American Community Survey, Table B03002: Hispanic or Latino Origin by Race, 2019 5-year estimates
Latinx Population (2019)	Population within each census tract in the Austin Metropolitan Statistical Area that is ethnically Hispanic and of any race	American Community Survey, Table B03002: Hispanic or Latino Origin by Race, 2019 5-year estimates
Asian Population (2019)	Population within each census tract in the Austin Metropolitan Statistical Area that is Asian including Hispanic and Non-Hispanic ethnicities	American Community Survey, Table B03002: Hispanic or Latino Origin by Race, 2019 5-year

Map Layers	Description	Source
Displacement Risk (continued)		
Clusters of One, Two, and Three Star Multifamily Housing Units	This layer shows clusters of One, Two, and Three Star Multifamily Housing Units summarized within a half mile hexagonal grid. 1, 2, and 3 star multi-family properties are rated by CoStar and are used here as a proxy for relatively affordable housing due to their older age or standard designs compared to newly constructed or luxury apartments.	CoStar Data Extract, June 2021
Average Commute Time (2019)	This layer shows the average commute time of census tracts within the Austin Metropolitan Statistical Areas. Areas within shorter commute times can be used as a proxy for proximity to job centers	American Community Survey, Table B08012: Travel Time to Work, 2019 5-year Estimates
Ratio of BIPOC Homeowners to BIPOC Renters	This layer shows the ratio of BIPOC homeowners to BIPOC renters by census tracts within the Austin Metropolitan Statistical Area. The color of the census tracts corresponds to whether the BIPOC population within is either majority homeowners or majority renters.	American Community Survey, Table S2502: Housing Tenure, 2019 5-year Estimates

Map Layers	Description	Source
Access to Opportunity		
City of Austin Assets	This layer shows land owned or managed by the City of Austin including land owned by the Austin Housing Finance Corporation. This layer shows land that may be currently used a parks, offices, or otherwise in use in addition to undeveloped or surplus land.	City of Austin, 2021
Proximity to Healthy Food that Accepts SNAP Benefits (Walkshed; 2017)	This layer shows areas within a 5, 10, 15, and 20-minute walk to food stores that sell fresh produce and accept SNAP benefits. This layer is based on a census of all food retail locations conducted by the City of Austin in 2017.	City of Austin, 2021
Proximity to a Vaccine Provider (Walkshed; Proxy for Healthcare Access)	This layer shows areas within a 5, 10, 15, and 20-minute walk of a Covid-19 vaccine distribution sites as of December 2020 in Travis County, including pharmacies, private medical practices, hospitals, community health facilities, and more. This can be used as a proxy to show the areas with access to healthcare facilities.	City of Austin, 2021
Proximity to a Public Community Center	Areas within a 5, 10, 15 and 20-minute walk to a City of Austin community recreation center.	City of Austin, 2021
Proximity to a Public Library	Areas within a 5, 10, 15 and 20-minute walk to a City of Austin public library.	City of Austin, Communications and Technology, 2021
Closed Schools (2019)	This layer can be viewed alongside the other layers showing public schools to denote the schools that were closed by the Austin Independent School District (AISD) for the 2019 school year.	Austin Independent School District, 2019

Map Layers	Description	Source
Access to Opportunity (continued)		
All Schools	This layer shows the location of all Texas elementary, middle, and high school campuses including public, private, and charter schools.	Texas Education Agency, 2021
Proximity to Public AISD Schools (Walkshed)	This layer shows areas within a 5, 10, 15, and 20-minute walk to a Public School within the Austin Independent School District.	Texas Education Agency, 2021
High Injury Network (All Modes Combined)	The High Injury Network (HIN) was developed by the Austin Transportation Department (ATD) and identifies streets in Austin with a relatively high number of serious injury and fatal crashes on all modes of transportation including driving, biking, and walking.	City of Austin, 2021
Pedestrian High Injury Network	The Pedestrian High Injury Network identifies streets in Austin with a relatively high number of serious injury and fatal crashes involving pedestrians.	City of Austin, 2021

How to Use the Project Connect Racial Equity Anti-Displacement Map

Use the legend to understand what is being displayed on the map. Use the layer list to view different information and customize the map to explore relationships between datasets. Zoom in to a particular area to see additional details and click on an area to generate a pop-up window with more information.

## Guide to the components of the map tool

Sidebar

- The sidebar on the left side of the screen contains the map legend and the layer list.

- Use the arrows at the bottom of the sidebar to collapse or expand it. This will adjust how much space the sidebar takes up on your screen.

- To view the full sidebar again, you can either click the arrows at the bottom of the sidebar once more or select the legend or layer list icons on the sidebar.
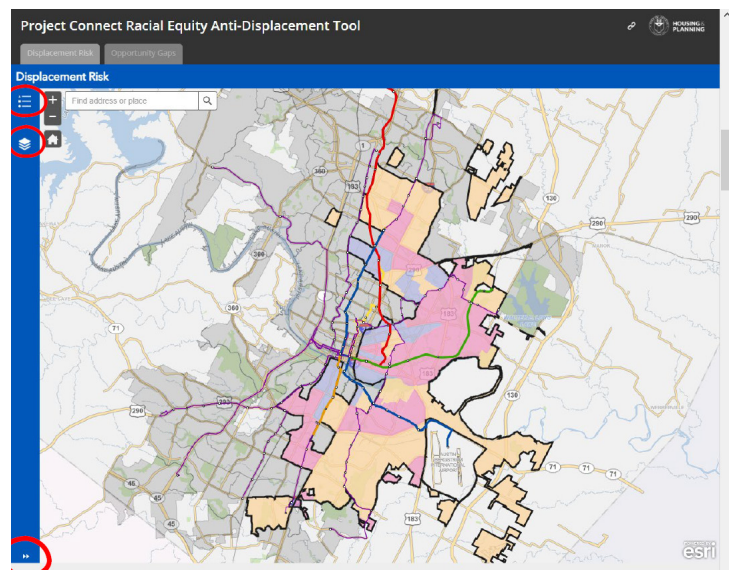

Legend

- The legend displays a visual key for all layers "turned on" or visible on the map.

- The legend will update as layers are turned on or off in the layer list.
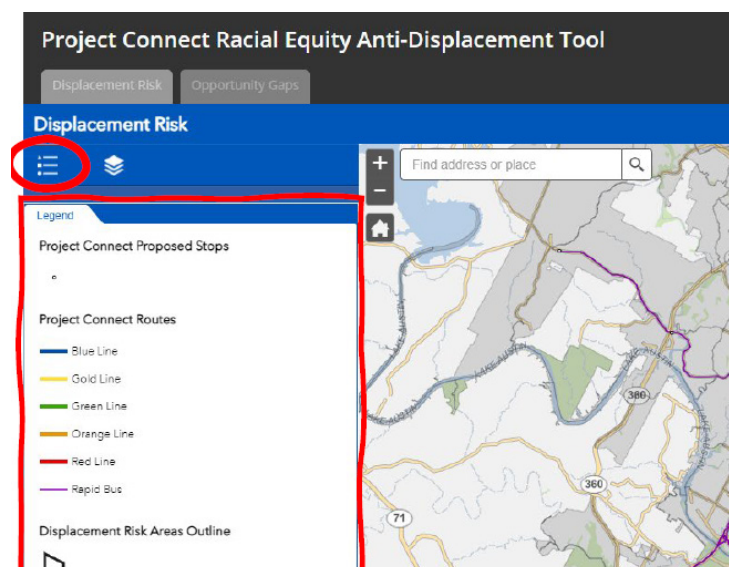
Layer List

- The layer list displays a list of all map layers available to view.
- To view a layer, click the checkbox next to its name.
- To turn off a layer, uncheck the box next to its name.
- To view some layers, it may be helpful to turn off other layers to improve map readability. Layer information will stack on top of all other layers listed and can become confusing if too many layers are visible at once.
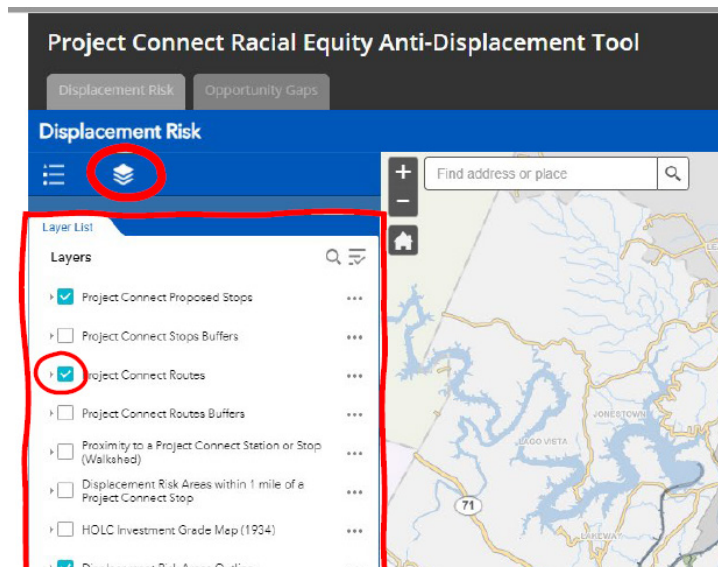
Adjust Layer Transparency

- You can adjust the opacity and transparency of a layer by clicking the three dots next to the layer name in the layer list. Once a list of options appears, select "Transparency." A slider tool will appear and allow you to adjust the layer's transparency.
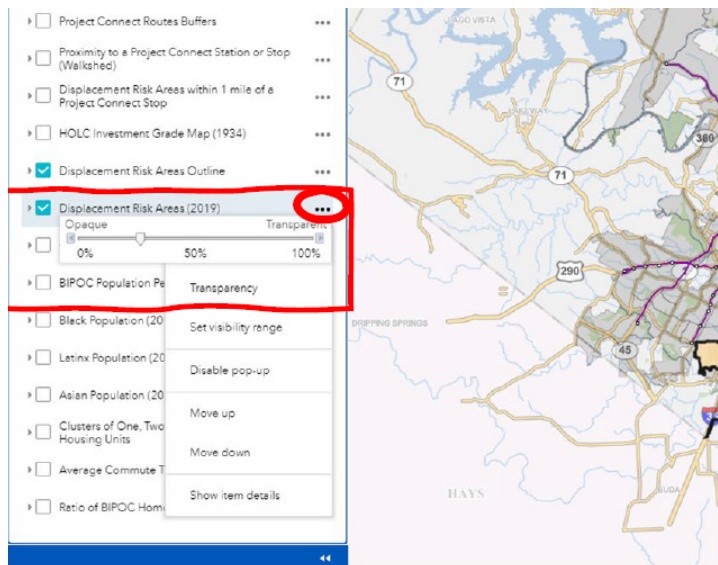
Zoom In and Out

- Use the plus sign button to zoom in closer to the map to see more details.

- Use the minus sign button to zoom out further on the map to see a larger area.

- You can also use the scrolling wheel on a mouse to zoom in and out of the map view.

- On a device with a touch screen, you can place two fingers on the screen and pull together or push them apart to zoom in or out of the map view.
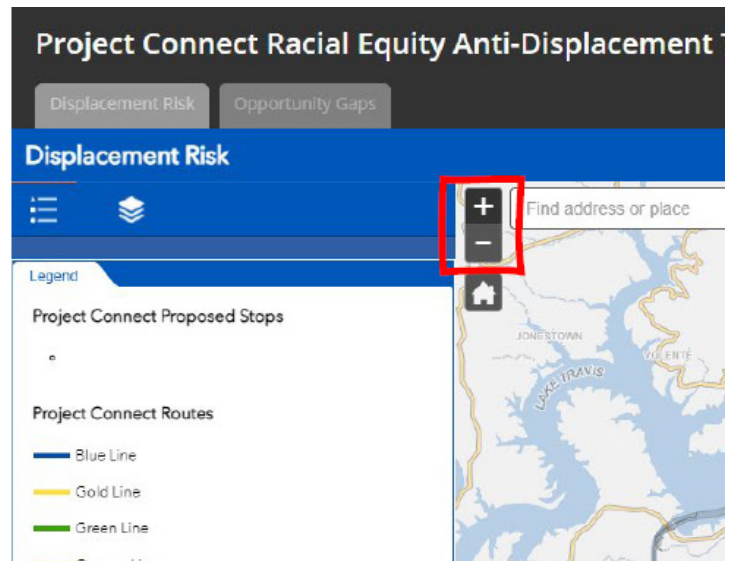

Pan

- To move around the map, click and drag the map to move the map view around the window.

Pop-Up Information Window

- Some layers have additional information available when you select a particular area on the map.

- Click on an area on the map to generate a pop-up window with information about that dataset. Click the "X" on the top right of the pop-up window to close the pop-up.

- Not all layers have pop-up windows and additional information available.
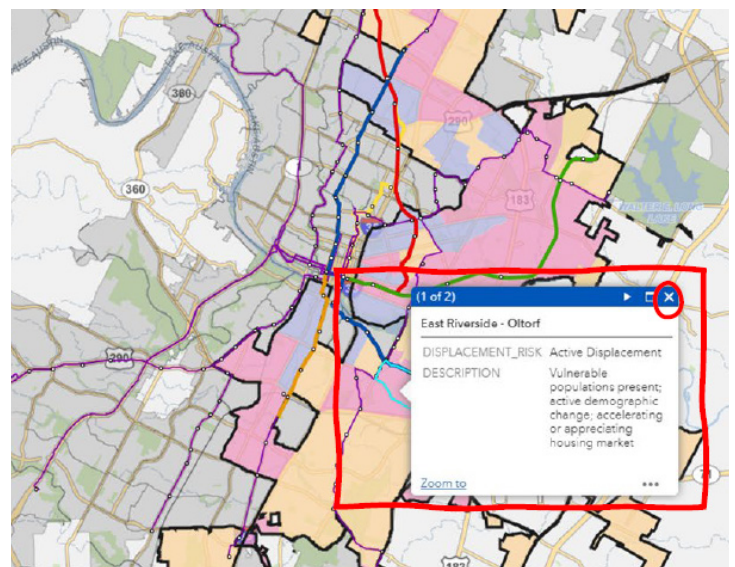
Map Tabs

- The tabs at the top of the tool offer two distinct map layer lists: one for Displacement Risk and the other for Access to Opportunity.