

ANTI-DISPLACEMENT FRAMEWORK APPENDICES



The following appendices provide more detailed data and other information that support and provide context for the Anti-Displacement Framework that accompanies the release of the Draft One Seattle Plan. The main Anti-Displacement Framework document can be viewed <u>here</u>.



Technical Details on Displacement Risk

The displacement risk index was first published in OPCD's 2016 report, Growth & Equity, as part of the Seattle 2035 Comprehensive Plan to understand and compare how different distributions of future growth could ameliorate or exacerbate displacement pressures in communities most at risk. It includes about a dozen indicators that identify characteristics of places and communities where displacement of vulnerable populations may be more likely. The indicators fall into three categories: demographics about vulnerable populations, place-based factors, and market data. The following details each indicator and describes how it helps identify areas at greater risk of displacement.

Displacement Risk Indicators and Reason for Inclusion

Measures of Vulnerability

These demographic factors identify where people and households who are more vulnerable to displacement comprise a relatively large share the population.

People of color	Description: Percentage of population that is a race and ethnicity other than non-Hispanic white
	Reason for inclusion: People of color have long faced systemic inequities due to racial exclusion in housing and land use policies, barriers to accessing stable and affordable housing, and displacement pressures.
	Data source: 2020 Census
Linguistic isolation	Description: Percentage of households in which no one 14 and over speaks English only or no one 14 and over speaks both a language other than English and English "very well"
	Reason for inclusion: Households where residents have limited English speaking ability may face greater challenges securing stable housing, understanding relevant laws and policies, identifying and using housing resources, or finding vacancies if needing to relocate. These households might include immigrants or refugees for whom navigating our housing system is unfamiliar. We use linguistic isolation to capture those households where the children may speak English but the adults who would be involved in housing decisions may not.
	Data source: 2016–2020 American Community Survey

Educational attainment	Description: Percentage of population 25 years or older without a Bachelor's degree
	Reason for inclusion: People with lower educational attainment may face greater barriers to finding employment that pays a living wage that lets them afford to live and stay in the city.
	Data source: 2016–2020 American Community Survey
Renter households	Description: Percentage of households in occupied housing units that are renters
	Reason for inclusion: Renters are susceptible to displacement because they have less control over their housing status. They may face sudden and large rent increases that force them to move in search of a home they can afford.
	Data source: 2020 Census
Housing cost-burdened households	Description: Percentage of households with incomes at or below 80% AMI paying more than 30% (cost burden) or 50% (severe cost burden) of income toward housing costs
	Reason for inclusion: Cost-burdened households are susceptible to displacement if housing costs rise because they have less remaining income to weather an unexpected increase compared to higher-income households.
	Data Source: Comprehensive Housing Affordability Strategy based on 2015-2019 American Community Survey
Household income	Defined as: Percentage of population with income below 200% of poverty level
	Reason for inclusion: Low-income households have a harder time affording housing in an increasingly expensive city. If faced with rent increases or other precipitating events like demolition of their existing housing, they will have a harder time finding suitable and affordable housing elsewhere in the city.
	Data Source: 2016–2020 American Community Survey

Place-based Factors

These factors identify where current and future investments and amenities could make neighborhoods more desirable and more likely to generate housing demand and attract investment. This in turn can increase market pressures, intensify speculation, and boost housing prices, even as these investments might also increase access to opportunity for residents.

Proximity to transit	Description: Number of unique bus trips within a quarter-mile walk and locations within walking distance of current and future light rail and streetcar stations
	Reason for inclusion: Many households make location decisions with mobility in mind. Areas that currently or in the future will have frequent transit often attract greater housing demand and investment from the private sector.

	Data source: Sound Transit, King County Metro, City of Seattle
Proximity to core businesses	Description: Locations near a supermarket, pharmacy, and restaurant/café
	Reason for inclusion: While individual households vary widely in the types of shops and services they may desire to live near, these key businesses are common factors people consider when deciding where to look for housing.
	Data source: Data Axle
Proximity to civic infrastructure	Description: Locations near a school, community center, library, or park
	Reason for inclusion: Similarly, housing is often in greater demand in areas near these community amenities and therefore development pressures may also be relatively higher here.
	Data source: King County, City of Seattle
Proximity to higher-cost neighborhoods	Description: Census tracts that a) have a median household income is < 80% AMI and b) abut a tract with median income at 120% AMI
	Reason for inclusion: Research has shown that lower-income areas near neighborhoods that have recently gentrified or have long been exclusive may themselves be more likely to experience gentrification pressures, as residents and investors perceive that gentrification and economic activity and investment could spill over into surrounding neighborhoods.
	Data source: 2016–2020 American Community Survey
Proximity to regional job center	Description: Locations based on travel time to regional centers and manufacturing/industrial centers
	Reason for inclusion: Areas with shorter commutes to large job centers may attract more demand for housing, adding pressure to prices and existing residents there.
	Data source: King County

Market factors

These factors show where land and economic conditions may make an area more or less likely to attract development, investment, and pressure on housing costs.

Development capacity	Description: Development sites that allow residential uses identified as redevelopable in the City's development capacity model
	Reason for inclusion: In areas where many sites have substantial zoned capacity, redevelopment is theoretically possible. While development capacity largely excludes economic factors that play a large role in where, when, and how redevelopment occurs, it indicates where at minimum zoning could allow new buildings to be built. New housing

	is essential to curbing displacement pressures, but redevelopment can also directly displace existing residents or more indirectly produce or catalyze neighborhood changes.
	Data source: OPCD Development Capacity Model
Median rent	Description: Census tracts with average rents below the Seattle average
	Reason for inclusion: Areas where housing costs are relatively low compared to the city's average may indicate where property owners and investors might seek to rehabilitate or redevelop existing buildings to capture an increase in rent. This is described in literature as the "rent gap" theory of gentrification.
Income-restricted affordable housing	Description: Development sites containing income-restricted housing
	Reason for inclusion: Reason for inclusion: Unlike the other factors in the displacement risk index, the presence of income-restricted affordable housing works as a protective measure. Therefore this factor serves to reduce relative displacement risk in the analysis.
	Data source: King County, City of Seattle

Over the last two years, we updated the displacement risk index by incorporate the most current data available for each indicator and making a handful of methodological improvements.

Methodological improvements included:

- Incorporating data on low-income people of color to help distinguish those residents from higher-income people of color, the population of which has risen in recent years due at least partly to Seattle's strong job market
- Adding a factor on income-restricted affordable housing that, unlike the other indicators, serves to reduce displacement risk. Areas with a substantial amount of regulated low-income housing may have somewhat less risk since that housing provides ongoing affordability for households who may otherwise show up in the demographic indicators.

The updated displacement risk index presents a similar overall pattern as the 2016 version, with the areas at greatest risk in southeast Seattle, South Park and Westwood–Highland Park, and the Chinatown–International District, the University District¹, and places at the north end of the city like Northgate and Lake City. On the other hand, much of Seattle is characterized by relatively low displacement risk, particularly areas with high-cost ownership housing, more restrictive zoning, and less racial and ethnic diversity.

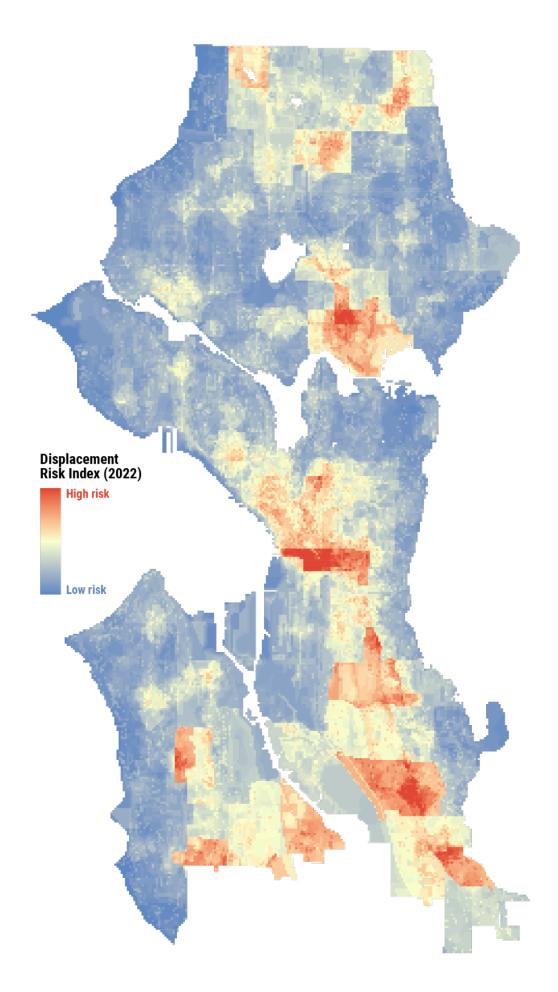
Though relatively minor, some changes are noteworthy between the original and updated versions of the displacement risk index:

¹ The University District has relatively high risk but should considered carefully, as demographic data for student populations is often less reliable, and their comparatively lower incomes may not necessarily indicate the same degree of risk as it does elsewhere.

Areas at high risk appear relatively more concentrated now than in 2016, with the greatest risk focused in particular places that represent a smaller overall amount of the city.

- Where the 2016 version found that most of southeast Seattle from downtown to Rainier Beach was at particularly high risk of
 displacement, the updated version shows risk more punctuated in the center of neighborhoods like CID, Othello, and Rainier Beach.
- On the other hand, we now see more areas of "moderate" displacement risk, displayed in shades of yellow, compared to 2016. This could reflect the diversification of the population in more neighborhoods and the extension of light rail service to Ballard and West Seattle, expanding the footprint of areas where that investment could intensify market pressures alongside improved transit access.

In appraising how this index has changed over time, it's important to consider what the appearance of a reduction in displacement risk might mean. At first glance, reduced risk sounds positive. But given the measures listed above, it likely means that the vulnerable populations reflected in about half of the data that comprise this index decreased between its 2016 and 2022 versions. In other words, during that time, people moved away, many because of displacement, and are therefore no longer as visibly concentrated in many neighborhoods. As an analogy, consider an assessment of landslide risk. Areas shown as most susceptible to landslide would have factors like steep slopes, erosion potential, and unstable soils. If a heavy season of rain caused many such hillsides to fall away, landslide risk would have decreased — because the landslide had in fact occurred. Over the last decade, the "heavy rainfall" of rising housing prices and insufficient affordable housing choices has produced, in displacement terms, a landslide of impacts on communities. In many cases, then, reduced displacement risk reflected in this index is not a story of successful mitigation but of sustained displacement of vulnerable people.



Appendix B

Anti-Displacement Policies in the Draft Plan

A MORE EQUITABLE GROWTH STRATEGY

GS 1.1	Plan for expected growth over the next 20 years while also providing additional housing capacity to enable the city to respond to existing unmet needs and potential demand from future employment growth.
GS 1.2	Encourage and plan for a variety of housing types in all neighborhoods to provide opportunities for a diverse population to live throughout the city and to allow people to stay in their neighborhoods as their needs change.
GS 1.10	Focus public investments to meet current and future needs, including to address current inequities, and to serve growing communities, particularly in designated centers.
GS 6.2	Allow a mix of lower-scale housing types such as detached homes, duplexes, triplexes, fourplexes, sixplexes, and cottage housing throughout Urban Neighborhoods. Allow moderate-scale housing of 4 to 6 stories in areas currently zoned for such housing and along arterials where zoned densities may be increased to provide more housing options near frequent transit.
GS 10.3	Identify additional neighborhoods for area planning in locations that are or are anticipated to experience significant change, such as from major public or private investment, climate and environmental factors, and gentrification and displacement.
GS 10.8	Develop and implement strategies, identified in partnership with affected communities, to achieve equitable transit- oriented development in areas at risk of displacement that have high-capacity transit.
LU 12.1	Use neighborhood residential zones to encourage a range of housing types such as detached homes, duplexes, triplexes, fourplexes, sixplexes, and cottage housing.
LU 12.2	Encourage a range of housing types, sizes, and affordability levels in neighborhood residential areas, including smaller homes for individuals and homes appropriate for families with children.
LU 12.4	Use tools such as additional development capacity to promote creation of income-restricted affordable housing in neighborhood residential areas.
Н 6.4	Encourage in all neighborhoods the development of housing suitable for families with children, larger households, and multigenerational living and affordable for households with a broad range of incomes.
Н 6.5	Allow and encourage greater production and variety of housing types in neighborhood residential areas, including options that lower the bar for entry to homeownership and help meet the housing needs of renters, people with disabilities, older adults, and small households.

PRODUCE AND PRESERVE AFFORDABLE HOUSING

H 3.1	Pursue public and private funding sources, and advocate for robust Federal funding, for preservation and production of income-restricted affordable housing, including housing for people with special needs, people experiencing or at risk of experiencing homelessness, and others struggling or unable to afford housing in Seattle.
Н 3.2	Expand housing preservation and production programs that ensure long-term affordability for income-eligible households and continue to prioritize efforts that address the needs of Seattle households with incomes 30% of AMI or less.
Н 3.3	Create a more diverse and inclusive city by building and preserving income-restricted affordable housing in all Seattle neighborhoods.
Н 3.4	Invest in income-restricted affordable housing near frequent transit with the goals of lowering the combined housing and transportation costs of residents, enabling lower-wage workers to live nearer their jobs, and reducing GHG emissions.
Н 3.9	Promote redevelopment of suitable publicly owned sites for income-restricted affordable rental and ownership housing.
H 3.10	Waive or modify development standards and requirements for construction of income-restricted affordable housing to reduce costs, delays, and uncertainty in the development process.
Н 5.6	Establish requirements and pursue funding for a housing acquisition strategy that creates opportunities for qualified nonprofits to purchase market-rate housing to preserve long-term affordability and maintain or increase housing quality.
Н 5.7	Explore tenure conversion strategies that create opportunities for tenants to purchase their housing and support community-based organizations working to help those tenants.
Н 5.10	Pursue and support strategies like land banking and housing acquisition to increase affordable housing choices for renter households with incomes 60% AMI or less and buyer households with incomes 80% of AMI or less in areas with a high risk of displacement and in current and future station areas.

PROTECT TENANTS

- H 5.3 Require advance notice to all tenants and payment of relocation assistance to income-eligible tenant households before issuing permits for housing demolition, change of use, or substantial rehabilitation; before removing use restrictions from income-restricted affordable housing; and before a substantial increase in housing costs takes effect.
- H 5.4 Analyze and seek to minimize the potential loss of low-cost housing units due to demolition, rehabilitation, or rent increases ahead of zoning and other land use policy changes.
- H 5.12 Establish and provide funding to implement a right to legal counsel for tenant households facing eviction who cannot afford an attorney.

SUPPORT HOMEOWNERS TO STAY AND THRIVE IN PLACE

H 5.2 Identify tools and resources to address financial, educational, and regulatory barriers facing homeowners with incomes 120% of AMI or less who seek to retain, redevelop, or add housing on their property, particularly barriers that disproportionately affect homeowners of color and within communities with a documented history of housing discrimination like redlining.

- H 5.5 Take steps ahead of zoning changes to protect homeowners against predatory behaviors, such as by reaching out to residents in communities at risk of displacement, disseminating culturally relevant educational resources, and discouraging speculative practices.
- H 5.13 Support and strengthen property tax relief for low- and fixed-income homeowners, through deferrals, exemptions, and incentives, including those that may require changes in local, county, or state law.

INVEST IN COMMUNITY OWNERSHIP OF DEVELOPMENT AND LAND

- H 3.18 Create opportunities for households with incomes up to 80% AMI, including families with children, to purchase a permanently affordable home in Seattle.
- H 5.8 Support the efforts of religious, arts and culture, and heritage organizations, particularly those addressing displacement in BIPOC communities, to develop needed rental and ownership affordable housing.

CREATE PATHWAYS TO RETURN

- H 5.9 Provide financial, regulatory, and technical support for community-based developers working to help BIPOC homeowners and prospective homebuyers avoid displacement, achieve or retain homeownership, or return to their cultural communities.
- ED 6.2 Support community-based programs to enable BIPOC and low-income residents to acquire residential and commercial real estate through mechanisms such as community land trusts or community investment trusts.

EXPAND PATHWAYS TO OPPORTUNITY

T 5.9	Increase efficient and affordable transportation access to jobs, education, and workforce training in order to promote economic opportunity
Т 8.7	Create training, youth employment, and living wage opportunities in the construction and major maintenance of transportation facilities for members of BIPOC and other communities with a history of underinvestment.
CF 3.7	Create training opportunities and living wage jobs, particularly for underrepresented groups and residents, through capital facility investments.
U 2.8	Create training and living wage job opportunities, particularly for underrepresented populations, through investments and agreements with private utilities and vendors.
U 2.10	Support community entrepreneurship and wealth building programs that focus on environmental stewardship and utility infrastructure management.
ED 3.3	Foster partnerships with the state, counties, other cities, schools, community colleges, port districts, businesses, and organizations engaged in diversifying and expanding the economic base for people who live, work, and own businesses in Seattle.
ED 4.1	Promote racial and social inclusion in the workforce by creating and growing workforce development programs specifically focused on diversifying talent pipelines for living wage jobs.

ED 4.4	Expand internships, apprenticeships, and other "earn and learn" models for early career workers in high demand occupations supporting key industries.
ED 4.8	Expand investments in youth of color and their parents and guardians to raise awareness and provide additional access to regional education and training pathways that lead to high demand careers and good quality jobs.
ED 4.10	Promote the development and expansion of high demand career pathways in occupations that result in good quality jobs in Science, Technology, Engineering, Arts, and Mathematics (STEAM) fields and related key industries.
ED 5.6	Reduce barriers to business start-up and entrepreneurship, especially barriers that confront BIPOC, immigrant, and refugee communities, including by providing access to training and support.
ED 7.2	Promote and support access within BIPOC communities to wealth building, careers, asset ownership, and youth opportunity in strategic industries which are transitioning to a green economy.
P 3.4	Leverage public space capital and program investments and agreements with private vendors to provide training, apprenticeships, youth employment, and living wage job opportunities for Black, Indigenous, People of Color, and people with other marginalized identities.
P 4.4	Provide green career pathways for people experiencing homelessness, Black, Indigenous, and People of Color youth, and people with limited economic opportunity by expanding job training, youth employment, conservation corps, apprenticeship, and professional development programs.
AC 3.5	Improve technical and financial assistance programs and offer community building activities that better connect with and serve artists, musicians, arts organizations, cultural and live music venues of various sizes and at various stages of growth and that represent a broad range of cultures.
AC 3.6	Implement strategies that enhance access to technical and financial assistance for all artists and cultural organizations, particularly from historically underserved communities and those who are at higher risk of displacement.
AC 4.3	Incorporate opportunities for youth engagement, participation, and leadership in the planning and design of programs and capital projects, especially in areas at higher risk of displacement.

KEEP BUSINESSES & CULTURAL ANCHORS IN PLACE

- ED 1.9 Support and prevent displacement of locally owned small businesses in neighborhood and commercial districts that exemplify and promote their community's identity, cultural richness, and character.
- ED 1.10 Promote the development of affordable commercial spaces that meet the economic and cultural needs of BIPOC and other historically underserved communities, with a focus on serving the needs of businesses that are at risk of displacement.
- ED 5.5 Establish incentives for building owners to offer affordable spaces for start-ups and small businesses and partner with community–based organizations to own and operate their own affordable commercial real estate.
- ED 6.1 Support owner–occupied commercial real estate financing strategies, with a focus on BIPOC business owners, enabling businesses that are leasing commercial spaces to get the capital needed to buy them.

- AC 1.2 Create incentives to preserve or expand space for artists, arts organizations, cultural workers, musicians, music organizations, and other cultural uses.
- AC 1.5 Support public-private partnerships that provide affordable space to artists and arts organizations, musicians, and cultural organizations.
- AC 1.7 Partner with communities to designate cultural districts that reflect existing and hoped for clusters of cultural spaces and activations.
- AC 1.11 Invest in cultural spaces that reflect and uplift the cultures of communities who historically thrived in Seattle's neighborhoods, especially BIPOC communities that have been impacted by displacement.

ENSURE EQUITABLE BENEFITS FROM INVESTMENTS

- T 1.8 Identify the potential impacts of transportation investments on communities that are at risk of displacement and collaborate across City departments to mitigate those impacts through project design and construction and implementation of anti-displacement strategies that enable households, businesses, and cultural anchors to remain in place.
- T 3.6 Improve transit access to underserved neighborhoods and populations through expansion of existing transit services, programs that reduce transit fares, and new private sector partnerships to provide first- and last-mile services.
- CF 3.4 Seek to mitigate environmental and displacement impacts from the construction or operation of capital facilities on adjacent communities, especially lower-income residents, small locally owned businesses, and communities that already bear a disproportionate amount of such impacts.
- U 2.5 Prioritize utility investments in communities that have experienced underinvestment.
- U 4.1 Minimize the impacts of flooding and combined sewer overflows from the public drainage and wastewater system into private property and the public right of way, especially in neighborhoods that have experienced historical disinvestment.
- P 4.7 Implement community-informed equitable development strategies to prevent displacement when making major investments in trails and public spaces in high displacement risk neighborhoods.

FOSTER COMMUNITY CONNECTION AND BELONGING

- Cl 1.2 Prioritize community involvement that reflects the needs of under-represented people and communities, including: populations at risk for displacement, Black, Indigenous, and People of Color (BIPOC), youth, elders, low-income households, people with limited-English proficiency (LEP), immigrants and refugees, LGBTQ+, people who are unhoused, people with disabilities, and other groups who have been under-represented in City decision-making processes.
- CI 2.4 Partner with impacted communities to identify and design strategies that advance a more equitable and inclusive future, reduce and repair past harms, and reduce current and future risk of displacement.
- T 2.17 Create vibrant public spaces in and near the right-of-way that foster social interaction, promote access to walking, bicycling, and transit options, and enhance the public realm.
- T 2.19 Co-create and design with the community shared streets that prioritize people, public life, and community functions, and that deemphasize vehicles.

- H 5.11 Support the efforts of Native-led and -serving nonprofits and community organizations to acquire and conserve land for affordable housing, cultural space, gathering space, and other programming that honors and meets the needs of urban Native and Indigenous people.
- AC 1.10 Encourage private developers to work with local artists to incorporate culturally relevant art in new development.
- LU 2.23 Design public spaces that consider the nearby physical context and the needs of the community and specific user groups, particularly those communities that have been traditionally underrepresented in public space design.
- CF 3.8 Expand the capacity of community-based organizations in underserved communities to plan and implement communityled capital projects to better meet community needs.



Stakeholder list & summary of key themes

Since March 2022, engagement for the One Seattle Plan has <u>identified common themes</u>. In that engagement, we heard widespread concern about ongoing and future displacement along with ideas for a range of City actions to address it. We heard strong support for a growth strategy that relieves market pressures by substantially increasing housing options in neighborhoods citywide and recommendations for new and stronger City actions to combat displacement.

In summer 2023, we engaged more than 40 groups and individuals, listed below, who have experienced displacement or are actively working on solutions to displacement. These stakeholders shared an inspiring, diverse, and urgent set of potential solutions and opportunities.

Estelita's Library Asian Pacific American Labor Alliance Khmer Community of Seattle/King County/Noio Pathways Capitol Hill EcoDistrict Cultural Space Agency Duwamish Valley Sustainability Association Wa Na Wari sləpiləbəxw (Rising Tides) Puget Sound Sage Multicultural Community Coalition Africatown Housing Development Consortium Queer the Land Futurewise 350 Seattle Real Change Tech 4 Good Seattle Chamber of Commerce Rainier Beach Action Coalition Delridge Neighborhood Development Association Tenant's Union King County Equity Now UNITE HERE (Local 8) Chief Seattle Club

Interim CDA Southeast Effective Development (SEED) Duwamish Valley Affordable Housing Coalition Villa Comunitaria Mercy Housing Beacon Development Group Habitat for Humanity of Seattle/King County Homestead CLT AIA Seattle LIHI HomeSight LISC Housing Equity Accelerator Nehemiah Initiative Seattle Crescent Collaborative Wing Luke ten penny studio Lake City Collective Hip Hop is Green / Cherry Street Farm Central Area Neighborhood District Council Urban League of Metropolitan Seattle MLK Labor El Centro de la Raza Equitable Development Advisory Board Seattle Public Schools

Key themes from our engagement with these stakeholders include:

More equitable growth

The Plan's growth strategy should address displacement by:

- Addressing the exclusivity of many Seattle neighborhoods
- Creating more lower-cost homeownership opportunities by allowing more diverse housing types in all neighborhoods
- Shifting more future growth to low-displacement risk areas
- Creating opportunities (e.g., access to land, jobs, housing) specifically for displaced residents in upzoned areas
- Ensuring tangible protections (through legislation, regulations) for communities at risk of displacement where upzones are proposed
- Enacting strong tenant protections prior to or concurrently with new zoning implementation
- Supporting the feasibility of affordable housing development, particularly in areas with few if any affordable options today

Engagement and partnerships with community

The anti-displacement framework should be created and implemented in close partnership with communities that have experienced displacement and the groups and individuals working to address displacement in their communities. It should:

- Center conversations and design solutions around the needs identified by Indigenous voices, people of color, and those who are threatened with discriminatory, economic, and cultural displacement
- Engage communities to identify and incorporate equitable and anti-racist approaches, including strategies from other cities that have successfully dealt with these issues
- Provide specific supports for the Indigenous community in developing housing that works for this community
- Partner with community-based organizations to increase in-language, culturally sensitive, and accessible education about City
 programs designed to address displacement
- Scale up City partnerships with community-based organizations to provide consistent and meaningful engagement with communities throughout the design and implementation of anti-displacement strategies
- Create and implement accountability measures and success evaluation for the anti-displacement framework and Comprehensive Plan policies, including data transparency (e.g., providing accessible data on property ownership in a given community) and enhanced monitoring of displacement in high-risk communities

Programs and policies to address displacement

Implementation of the Plan should include anti-displacement tools that:

- Substantially increase funding for proven anti-displacement programs, such as the Equitable Development Initiative and the Cultural Space Agency PDA
- Support homeowners who want to add units to their property while staying in place by providing technical assistance, legal services, and other supports that help residents successfully navigate the design, permitting, and construction process
- Consider affirmative marketing a baseline policy; codify and require community preference policies that ensure a certain percentage of subsidized housing is allocated for displaced community members (go beyond affirmative marketing campaigns)

- Support community-led or -owned cultural and neighborhood facilities and small commercial spaces
- Establish a fund to support low-income renters/homeowners/small businesses impacted by displacement (provide financial and/or other supports that are granted for a set amount of time)