



SAN FRANCISCO PLANNING DEPARTMENT

Executive Summary Community Stabilization Strategy

HEARING DATE: OCTOBER 11, 2018

Project Name: **Community Stabilization Strategy**
Case No.: 2017-000565CWP
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Recommendation: **None - Informational**

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BACKGROUND

The reality of displacement and gentrification across all of San Francisco —and the entire region —is undeniable, and of serious concern. In 2016, 45 percent of renters paid more than 30 percent of their income for rent; that means that nearly half of renters in San Francisco are rent burdened. Evictions are taking place across the city, with the Mission, Richmond, Sunset, Excelsior, and Tenderloin neighborhoods having the highest eviction notices in 2015 and 2016. Many of our low- and moderate-income households have left the city followed by an increase in higher income households. These trends impact our vulnerable populations; for example, the city's Black population has decreased from 11 percent in 1990 to 5 percent in 2015.

While economic displacement is a citywide phenomenon, the heightened effects are acutely felt in many communities affiliated by proximity, economics or by demographics – such as communities of color, families with children, and neighborhoods that have historically been havens for immigrants and others seeking opportunity or freedom.

In response to these trends, the Department created the Community Development Team to address issues of gentrification, displacement, and equity with a goal of stabilizing vulnerable communities. This team has worked collaboratively with several neighborhoods to develop community stabilization strategies, including Mission Action Plan 2020 (MAP2020), Tenderloin Development Without Displacement, and Sustainable Chinatown. The team's approach is to lead with community needs and collaborate to develop and implement innovative strategies that solve planning-related issues.

The issues of gentrification, displacement and equity are not unique to any other individual neighborhood. In tandem with MAP2020 and other neighborhood-specific efforts, we launched the Community Stabilization Strategy to analyze and make recommendations to address issues of displacement, gentrification and growth with a focus on equity city-wide.

The Community Stabilization Strategy is a robust, equity-focused response to the ongoing crisis of displacement and gentrification in the city. The Strategy builds on the Mission Action Plan 2020, our most robust effort to date, by expanding the goal to stabilize vulnerable populations and minimize the risk and likelihood of displacement for low-income communities to a citywide scale.

ABOUT THE STRATEGY

Purpose. The Community Stabilization Strategy is an inter-agency effort to provide City agencies, decision-makers and the public the comprehensive analysis and tools they need to make strategic decisions to stabilize our vulnerable populations as the City changes.

Specifically, the Strategy seeks to:

1. Mitigate the impacts of ongoing displacement
2. Help prevent future displacement due to economic and population growth
3. Better manage economic growth to offer benefits to existing communities with a focus on vulnerable populations.

Content. The Strategy has three components:

Step I: Data Analysis.

Understand the stages and types of displacement and gentrification occurring throughout different neighborhoods in San Francisco.

This effort is in coordination with UC Berkeley's Urban Displacement Project (UDP), which analyzes demographic data, rail station locations, employment, real estate trends, and housing characteristics to identify stages of displacement and gentrification in the Bay Area by census tract. Using the UDP as initial information, staff will compile additional on San Francisco-specific data - such as number and location of evictions and buyouts, location and number of below market rate units, and populations served by city programs, among others – to achieve a more nuanced and holistic understanding of gentrification and displacement trends in San Francisco's neighborhoods and the needs of vulnerable populations citywide. The goal of the analysis is to inform recommendations that are specific to the needs of San Francisco and the city's neighborhoods.

Step II: Program and Policy Analysis.

Compile and analyze the City's existing stabilization and anti-displacement programs and policies.

Staff is working with other City agencies and community experts to comprehensively survey the City's existing tenant empowerment and eviction prevention, access to homeownership, housing preservation, affordable housing production, economic development, and homelessness programs and policies. Information gathered includes costs, demographics of people served, benefits, major challenges, and opportunities to enhance their purpose and reach and to advance racial and social equity.

Step III: Recommendations.

Propose recommendations to enhance and tailor existing programs and policies and develop new tools not currently in practice in San Francisco.

Based on the analysis and understanding of needs, the strategy will contain recommendations to enhance or modify existing programs and policies to improve their efficacy. It may also include recommendations for new programs and policies.

For the purposes of this Strategy, we are defining key terms as follows:

- *Displacement* is the process by which a household is forced to move from its residence.¹
- *Gentrification* is a process of neighborhood change which includes economic change on historically disinvested neighborhoods.²
- *Exclusion* is when high rents make neighborhoods inaccessible to low-income households.³
- *Vulnerable populations* include communities of color (Black/African-American, Latinx/Hispanic, Asian, and Pacific Islander), low-income communities, seniors, youth, and people living with disabilities.

Community Stakeholders and Public Engagement. Staff has hosted many meetings and conversations with community partners since August 2016 and will begin broader public engagement efforts in Winter 2018/19.

Staff has conducted and will continue to hold meetings with community organization representatives that implement or utilize or interact with the City's existing programs, policies, and projects that help stabilize and prevent displacement to better understand their reach, challenges and opportunities for enhancement. A list of community organization stakeholders engaged to-date is included in as an exhibit to this case report.

The Community Stabilization Strategy will offer opportunities for a broader range of public stakeholders and experts to offer input and help shape the toolkit.

- *Community Meetings.* We will host a number of meetings with community organizations located throughout the city, focusing in the most vulnerable areas, in early 2019. The purpose of the meetings will be for people to share their experience related to gentrification, displacement, and exclusion in their community; and, share input on the preliminary recommendations regarding City policies and programs relevant to their experience. We will review and summarize responses and pull out key themes to inform the Strategy's recommendations. Meetings will be co-hosted with the Housing Affordability Strategy (see Relationship to Existing Planning Efforts below).
- *Survey.* We will be distributing an online survey in Fall 2018 to community organizations, neighborhood groups, and local news outlets, and the link will be posted on Planning's website to solicit input on the existing and potential City administered programs, policies, and projects that help stabilize communities and address displacement. We will review and summarize responses in early 2019 and pull out key themes to inform the Strategy's recommendations.

Collaboration with City Partners. Planning is collaborating with various City agencies whose work involves stabilization and anti-displacement strategies, including the Mayor's Office of Housing and Community Development (MOHCD), the Mayor's Office of Economic and Workforce Development (OEWD), the Rent Board, Department of Building Inspection (DBI), the Office of Short Term Rentals,

¹ UC Berkeley [Urban Displacement Project](#)

² UC Berkeley [Urban Displacement Project](#)

³ UC Berkeley [Urban Displacement Project](#)

Department of Public Works (DPW), the Office of Small Business, Department of Homelessness and Supportive Housing (HSH), Department of Public Health (DPH), and the Human Rights Commission (HRC).

City partners are involved in two primary capacities including the City Agency Working Group and City Partner Interviews.

- *City Agency Working Group.* Staff is convening a working group to aid in determining and discussing data analysis needs, project scope, and to vet recommendations. The working group is currently comprised representatives from the following City agencies: DPH, MOHCD, Rent Board, OEWD, Small Business Commission, HRC, HOPE SF, and Planning.
- *City Partner Interviews.* Staff is conducting interviews with City agency representatives to better understand the programs, policies, and projects that help stabilize communities and prevent displacement. The analysis includes: people and geographies served, funding, evaluation efforts, data needs, challenges, and opportunities for improvement.

Relationship to Existing Planning Efforts. The Strategy is coordinated with and supports several Planning efforts.

- *The Housing Affordability Strategy.* The Department's Housing Affordability Strategy (HAS) will provide a framework to help City staff, policymakers, and the public evaluate how our housing policies and plans work together to address housing affordability for our diverse population. The Community Stabilization Strategy's toolkit of housing-related program and policy assessments and recommendations will be expanded on and incorporated into the HAS in relation to quantified housing affordability goals.
- *The Mission Action Plan 2020.* The Mission Action Plan 2020 (MAP2020) was endorsed by the Planning Commission in March 2017, seeks to retain low to moderate income residents and community-serving businesses (including Production, Distribution and Repair), artists, and nonprofits to strengthen and preserve the socioeconomic diversity of the Mission neighborhood. MAP 2020 is the foundation to develop the Community Stabilization Strategy being expanded citywide given these trends are occurring in the entire city.
- *Sustainable Chinatown.* San Francisco's Chinatown has a common heart — a shared sense of identity shaped by events and people over its 150-plus-year history. This close-knit community is known for its long-time and new immigrant residents, loyal business owners, deeply-rooted social institutions, and a cultural impact that extends far beyond its physical boundaries. Sustainable Chinatown aims to protect the elements that make the neighborhood unique while addressing its most serious challenges.
- *Tenderloin Development Without Displacement.* The Tenderloin Development without Displacement Initiative (TLDWDI) is a community planning effort lead by seven Tenderloin anchor institutions, Tenderloin residents, and the San Francisco Planning Department. TLDWDI formed in response to the displacement of low-income people from the Tenderloin neighborhood.

NEXT STEPS

The Draft Community Stabilization Strategy for public review is anticipated to be released in Spring 2019.

Timeline

- Summer/Fall 2018 - Develop program and policy assessments
- October 11, 2018 - Planning Commission informational presentation
- Fall 2018/Winter 2019 - Develop preliminary policy recommendations
- Winter/Spring 2019 - Release Draft Community Stabilization Strategy for public review
- Spring 2019 - Release Final Community Stabilization Strategy
- Spring/Summer 2019 - Develop policy and legislation to implement recommendations

RECOMMENDATION: None - Informational

Exhibits

Draft Policy and Program Toolkit
Urban Displacement Project
List of Community Organization Stakeholders

EXHIBIT A – DRAFT POLICY AND PROGRAM TOOLKIT

EXHIBIT B – URBAN DISPLACEMENT PROJECT

The Urban Displacement Project is a research and action initiative of UC Berkeley in collaboration with researchers at UCLA, community-based organizations, regional planning agencies and the State of California’s Air Resources Board. The project aims to understand the nature of gentrification and displacement in the Bay Area and Southern California. It provides initial information and more direction toward developing policies and programs to assist residents, businesses and organizations currently experiencing displacement pressures.

During the fall of 2017, UC Berkeley partnered with San Francisco’s MOHCD to update the 2015 analysis of gentrification and displacement trends in the nine-county Bay Area. The updated analysis demonstrates that neighborhood demographics in the Bay Area, and specifically San Francisco, have changed over the last few years.

The study distinguishes census tracts by typology depending on the demographic changes and existing characteristics. The map below illustrates census tract typologies in San Francisco.

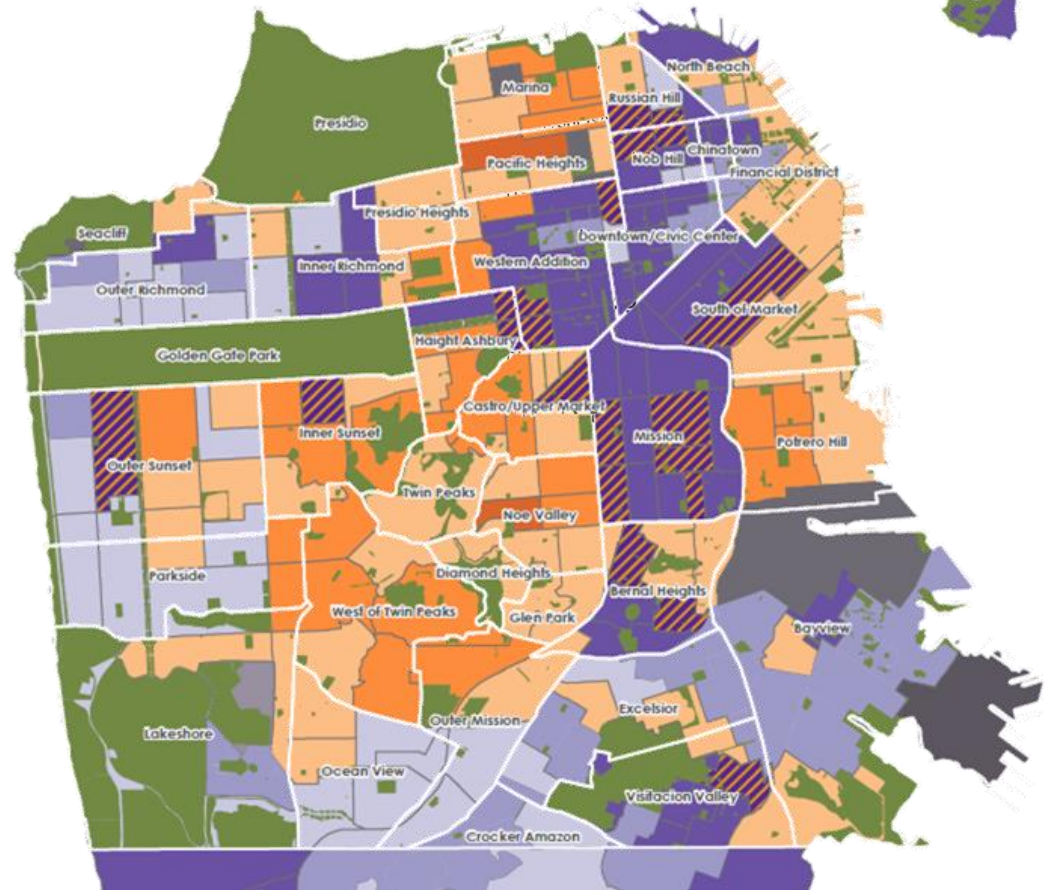


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Stages of Gentrification and/or Displacement

- LI - Not losing low income households or very early stages
- LI - At risk of gentrification and/or displacement
- LI - Ongoing Gentrification and/or Displacement
- MHI - Advanced Gentrification
- MHI - Not losing low income households or very early stages
- MHI - At risk of exclusion
- MHI - Ongoing Exclusion
- MHI - Advanced Exclusion
- College Town
- CV too high
- Missing Variable Data
- Data Variables





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EXHIBIT C – COMMUNITY ORGANIZATION STAKEHOLDERS

The project team engaged stakeholders from the following community organizations to-date:

- Tenderloin Neighborhood Development Corporation (TNDC)
- Mission Economic Development Agency (MEDA)
- Chinatown Community Development Center (CCDC)
- Young Community Development
- Economic Opportunity Council
- SF Foundation
- Central City SRO Collaborative (THC)
- Chinatown SRO Collaborative (CCDC)
- SRO United Families Collaborative (CCDC)
- Tenderloin Housing Clinic (THC)
- Community Tenants Association
- Council of Community Housing Organizations
- Mission SRO Collaborative
- SF Tenants Union
- Senior and Disability Action
- PODER
- Dolores Street Family Services
- Housing Rights Commission
- Eviction Defense Collaborative
- Causa Justa/Just Cause
- Hamilton Families
- Q Foundation
- Homeownership SF
- Open Door Legal
- Conflict Intervention Services
- Larkin Street
- Catholic Charities
- SOMCAN
- Tenants Together
- Advancing Justice
- Asian Law Caucus
- Compass Family Services
- Market Street for the Masses

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- Glide
- Faithful Fools
- Tenderloin People's Congress