Memorandum



DATE November 2, 2017

Honorable Members of the Human and Social Needs Committee:

- Councilmember Casey Thomas, II (Chair), Deputy Mayor Pro Tem Adam Medrano
- ^{TO} (Vice Chair), Mayor Pro Tem Dwaine R. Caraway, Councilmember Omar Narvaez, Councilmember Mark Clayton, Councilmember B. Adam McGough

SUBJECT Opportunity Dallas Overview

On Monday, November 6, 2017, the Human and Social Needs Committee will be briefed on the Opportunity Dallas Overview by Mike Kaprowski.

Please contact me if you have any questions or require any additional information.

Nadia Chandler-Hardy Chief of Community Services

[Attachment]

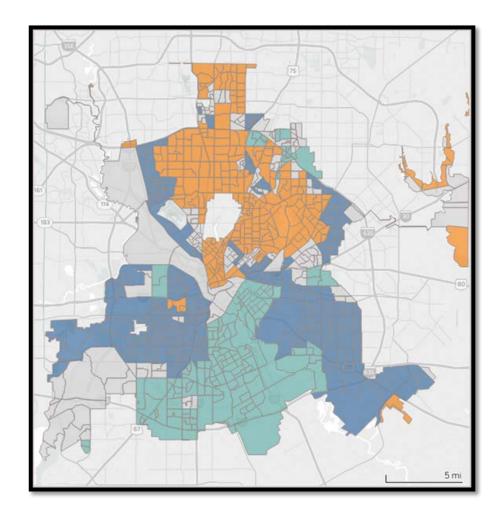
c: Honorable Mayor and Members of City Council T.C. Broadnax, City Manager Larry Casto, City Attorney Craig D. Kinton, City Auditor Bilierae Johnson, City Secretary (Interim) Daniel F. Solis, Administrative Judge Kimberly Bizor Tolbert, Chief of Staff to the City Manager Majed A. Al-Ghafry, Assistant City Manager Jo M. (Jody) Puckett, Assistant City Manager (Interim) Jon Fortune, Assistant City Manager Joey Zapata, Assistant City Manager M. Elizabeth Reich, Chief Financial Officer Raquel Favela, Chief of Economic Development & Neighborhood Services Theresa O'Donnell, Chief of Resilience Directors and Assistant Directors



Separate and Unequal: How Segregation Shapes Poverty in Dallas

Mike Koprowski Executive Director, Opportunity Dallas November 6, 2017

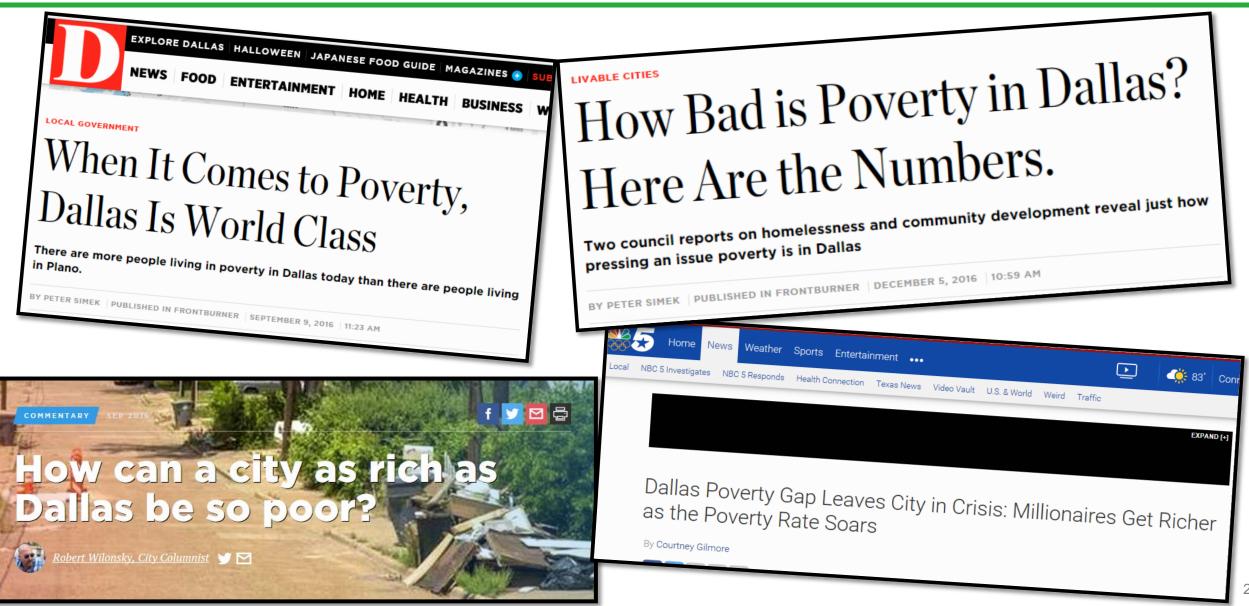
Presentation to Dallas City Council's Human and Social Needs Committee



The Problem is Well-Documented



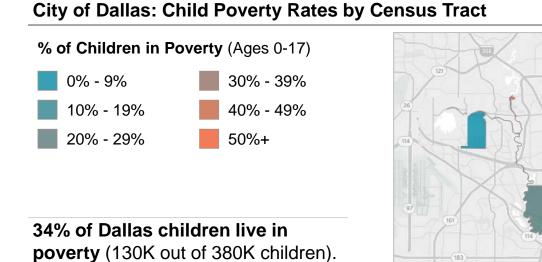
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Dallas Children are Heavily Segregated by Poverty Status

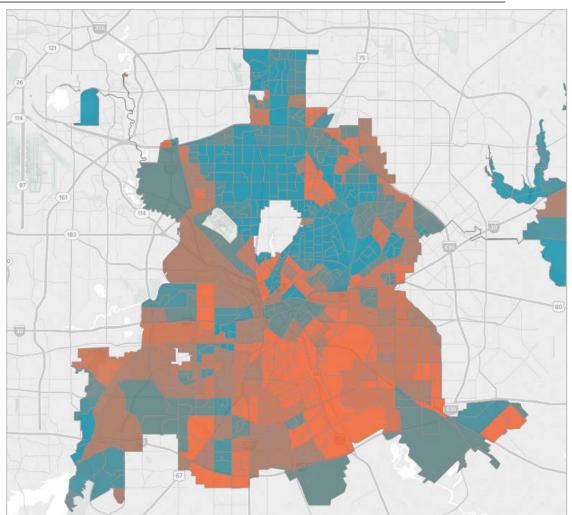
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Half of the City's Census tracts are home to 90% of children in poverty.

33% of all Dallas children live in concentrated poverty neighborhoods (Census tracts with poverty rates 30% or higher).





- School quality
- Access to...
 - Amenities
 - Resources
 - Groceries
 - Banks
 - Pharmacies
 - Recreation
 - Health care

- Your friends and peers
- Education, employment, and income levels of your neighbors
- Crime
- Where you work, play, and worship
- Social and professional networks



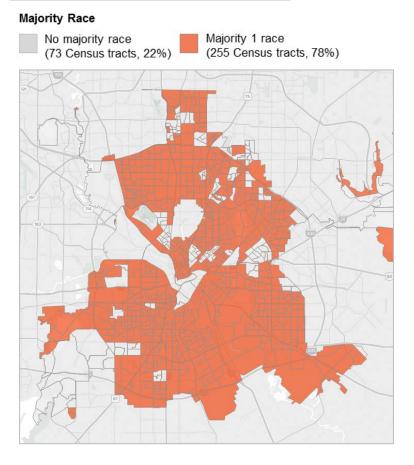
Dallas is Magnetically Segregated by Race



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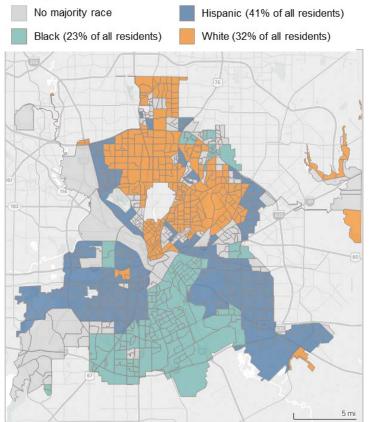
City of Dallas: Census Tracts Greater than 50% One Race

Areas with a Majority Race



Areas by Majority Race

Majority Race



Source: U.S. Census American Community Survey (2011-2015)

Only 15 out of 351 (4%) Schools in 3 Public Districts

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City of Dallas: Schools by Location and Diversity

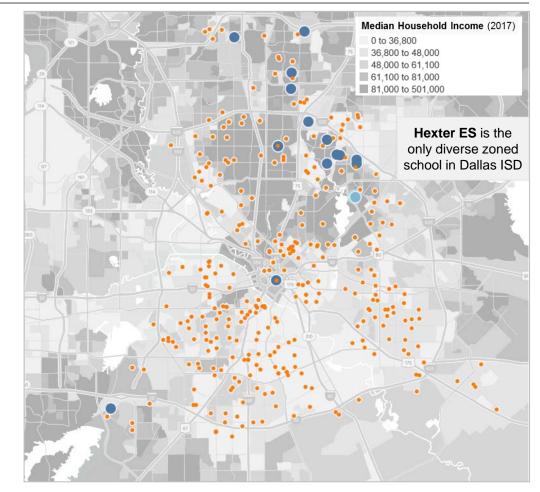
- Non-Diverse Schools*
- Diverse Schools*

School systems with diverse schools:

- Dallas ISD (3 schools)
- Richardson ISD (9 schools)
- Plano ISD (1 School)
- Harmony Academies (2 schools)

The 15 diverse schools are defined as having student bodies that are:

- 40-70% economically disadvantaged
- No more than 50% of 1 race
- No more than 80% from any 2 races



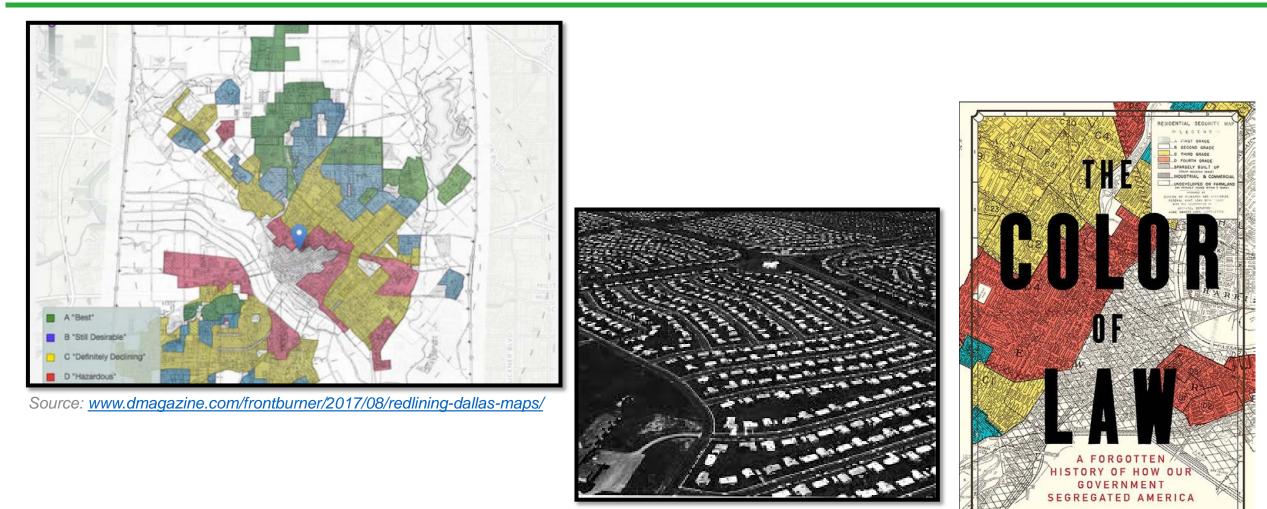
Schools analyzed include all public, magnet, and charter schools in the City limits of Dallas. Source: Texas Education Agency (TEA) Texas Academic Performance Report (TAPR), 2015-16

Housing Segregation Did Not Happen by Accident



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RICHARD ROTHSTEIN



Source: ushistoryscene.com

 If more people knew how they were harmed by concentrated poverty and segregation, would they be more compelled to do something about it?

• "Segregation is not only an issue in low-income communities or communities of color. It's costing all of US." Urban Institute & Metro Planning Council, "The Cost of Segregation"

Residential Income Segregation Index (RISI) in the 10 Largest Metros, 1980 and 2010

	1980	2010	Change 1980 to 2010
Houston	32	61	29
Dallas	39	60	21
New York	49	57	9
Los Angeles	47	51	4
Philadelphia	39	51	11
Miami	30	49	20
Washington	43	47	4
Atlanta	42	41	0
Chicago	35	41	6
Boston	31	36	5

Notes: The RISI score for a metro area is derived by adding the share of its lower-income households located in majority lower-income census tracts to the share of its upper-income households located in majority upper-income census tracts. "Change 1980 to 2010" calculated prior to rounding.

Source: Pew Research Center tabulations of 2006-2010 American Community Survey (ACS) 5-year file and Geolytics 1980 Census data in 2000 boundaries.

PEW RESEARCH CENTER

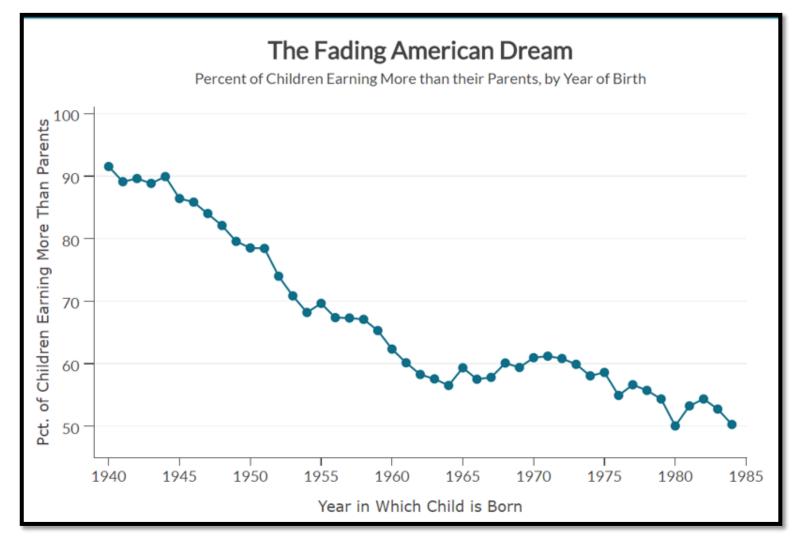


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- Incomes for African-Americans would rise an average of \$2,982 per person per year, which would increase the earnings of the region by \$4.4 billion
- Chicago region's gross domestic product (GDP) would increase by approximately \$8 billion.
- 30% drop in the homicide rate, saving \$65 million in policing and \$218 million in corrections costs.
- Residential real estate values would increase by \$6 billion, which means more revenue for local government.
- **83,000** more adults would complete a bachelor's degree





"We see that in places where kids of different economic backgrounds are mixing in the same environment, those tend to be places where kids from lowincome backgrounds rise up further in the income distribution."

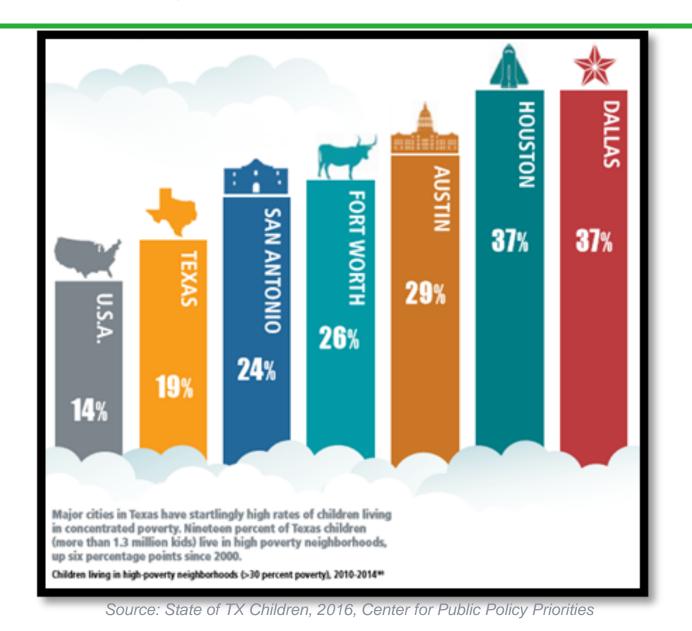
– Nathaniel Hendren

"Places that are more segregated by race or income tend to have lower levels of upward mobility." – Raj Chetty

Concentrated Poverty in Dallas



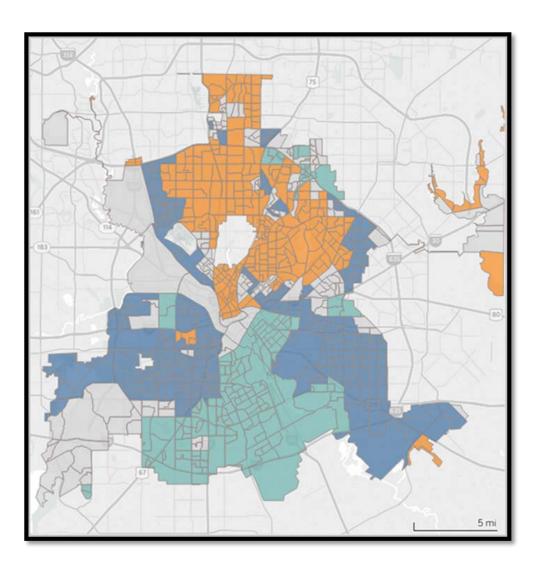
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Three Strategies Going Forward:

- 1. Comprehensive Housing Policy
- 2. Creative School Enrollment Policies
- 3. Raising Public Awareness

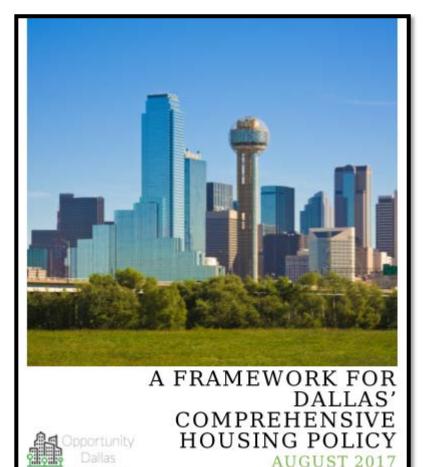


Strategy 1: Comprehensive Housing Policy

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2.1 Gentrification Early Warning Indicator System

Problem

Due to the confusion that the term elicits, a city must first clearly articulate what "gentrification" looks like (which is easier said than done). Then, a city must figure out how to proactively identify gentrification when it is happening in its initial stages. The harsh reality is that, by the time many people realize gentrification is underway in a community, it is usually too late for policies to reverse the market inertia. That is why an early warning system is an indispensable tool.

Rationale

"The harsh reality is that, by the time A Gentrification Early Warning Indicator System (G-EWIS) can both articulate many people what gentrification looks like and identify when it is happening early. A G-EWIS is a realize gentrification is underway in a community, it is usually too late for policies to reverse the market institution. inertia." university, or think-tank.8 developing key indicators for an G-EWIS, you must first analyze where gentrification has already happened to predict which neighborhoods are susceptible to it currently and in the future. Possible indicators might include but are not limited

- Increases in property values and rents . Changes in sales (volume and price) Increases in building permits or renovation permit Changes in the number of community organization Increases in amenities (i.e., grocery stores, banks,
- theaters, recreational centers, Increases in public investments such as streets
- transit, and parks
- Levels of income diversity
- Changes in tenancy, foreclosures, evictions, etc.
- Incoming demographics (i.e., % of non-Hispanic white residents moving in; % with college degree)
- Changes in neighborhood perceptions (via resident surveysl
- Changes in the % of residents paying more than 30% of family income towards housing costs

Together, these indicators are placed into a formula where values are assigned. Each Census tract would be given a total value based on all the indicators totaled together. Then, each tract would be designated as either "no susceptibility," susceptibility," "moderate susceptibility," or "high susceptibility." Take, for example, the Bay Area map of gentrification susceptibility, produced by Karen Chapple at

2.1 Gentrification Early Warning Indicator System

necessary pre-requisite for policy solutions. As Pettit and Greene ask: "What if city leaders and community groups could get ahead of these changes and act early to direct neighborhood changes towards more inclusive outcomes? Using big data and predictive analytics, they could develop early warning systems that track key indicators of neighborhood change and predict future trajectories." Early warning systems exist across the nation, and the City of Dallas must invest in such a system, which can developed internally or by an independent research



San Francisco's Susceptibility to Gentrification Map Source: Karen Chaople, Center for Community Innovation, Berkeley, "Mooping explinity to Dentrifestion." August 2009

DRAFT Dallas Housing Framework | 26

www.opportunitydallas.org/the-framework

Dallas Housing Policy Resolution



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Dallas Housing Policy Resolution WHEREAS, Mixed-income, racially diverse communities hold greater promise for the future of Dalks than economically and neially isolated communities. Despite our overall diversity throughout the City of Dalka, we have few Preface to the Dallas Housing Policy Resolution economically and mcially mixed neighborhoods where recorde from all backgrounds jointly live, learn, and play, WHEREAS, One in three Dallas children live in concentrated poverty neighborhoods (where 30% or more of residents are We are members of the Opportunity Dallas Policy Task Force - a group of real estate developers, fair housing advocates, below the poverty line), which areatly exceeds the state and national average. Dulka also experiences very high university experts, education advocates, nonprofit leaders, community stakeholders, association representatives, tahan levels of residential and school scoregation (living and learning separately by both race and income). Households planners, and more. We've come together in common purpose to collectively develop comprehensive housing policy of color are far more likely to live in concentrated poverty than white households, which is the result of a history recommendations for the City of Dullas, which we believe is of vital importance. Progress on this front has been elusive, but of deliberate exclusionary and discriminatory policies and practices. we are confident that this group can help build momentum and support. A comprehensive housing policy should be jointly developed by a broad range of actors with varying perspectives, which increases "buy-in," due diligence, and the overall WHEREAS. Concentrated poverty and segregation not any harm those living in it, but also the entire city - it weakens the overall tax base which limits city revenue; harms school outcomes which weakens the workforce; drives away thoughtfulness of the recommendations. businesses, jobs, infinstructure development, and economic growth; increases crime which heightens policing We began our work in September 2017. Our first step was to see if we could articulate a common set of values and guiding costs; and harts the consumer base which leads to food, transit, and amenity deserts. principles to shape the effort. If we couldn't agree to common values and principles at the start, then there would be little WHEREAS. Neighborhood quality is a critical determinant of life outcomes. Mixed-income, maially diverse communities hope for us in enafting specific policy recommendations. Given our diverse ideologies, backgrounds, and perspectives, we include houses and apartments which are accessible and affortable to households across the fial income spectrum. set out to collectively answer the following questions, many of which have long been avoided. Do we believe that ... This can reduce concentrated poverty and segregation; widen opportunity, access, and networks for low-income Housing is a correrstone for a variety of desirable economic, educational, financial, and social outcorres? people, and improve the city's economic well-being, educational attainment, safety, health and wellness, and Dallas' high levels of concentrated poverty and segregation are problematic? social unity and cohesion. Also, mixed-income neighborhoods can lead to mixed-income public schools, which More mixed-income communities are a worthy and worthwhile coal for Dallas? consistently produce strong achievement. Children who grow up in diverse neighborhoods and schools will be Economically and racially/ethnically diverse neighborhoods are more promising for our fature than economically better prepared to thrive in our increasingly diverse economy and society. and racially/ethnically isolated communities? Housing affordability (or lack thereof) is a prowing problem that must be dealt with? WHEREAS Housing costs are rising rapidly in many parts of the city, and median income has not kept pace. Today, half of Mixed-income communities should be accessible and available to all households at all income ranges? Dallas renters and a third of horneowners are living in hsusing they struggle to afford, which pushes hard-working A more holistic, equilable arrowach to revitalization is needed to transform distressed neighborhoods into areas of families beyond their financial limits and leaves them less income for other necessities like health care, child care, occortunity? transportation, and natritious food. The growing housing afforkibility problem also hinders the formation of We should enhance choice and reduce barriers for moderate/low-income families so they can access highdiverse neighborhoods: only wealthier families can afford to live in high-opportunity areas which are increasingly orportunity areas, if they so choose? expensive; affordable options for low-income families are overwhelmingly located in areas of concentrated We must increase the overall supply and accessibility of mixed-income and affordable housing throughout all parts reverty; and middle-income households flow into the suburbs because there is little desirable housing within the of the city? city that they can afford. Long-time residents in gentrifying neighborhoods should be able to stay in their neighborhoods if they choose? NOW THEREFORE BE IT RESOLVED that the signatories of this resolution support a large-scale response from the public These problems and issues demand urgency and require a large-scale policy response? and private sectors to support the existence and acceleration of mixed-income, racially diverse, inclusive communities. This will After many crucial conversations, we've crafted answers to these very fundamental questions. We've spelled them out in require many fature conversations amongst private entities, nonprofits, philanthropy, and public agencies such as the City of what we are calling the "Dallos Housing Policy Resolution." And we believe that this is a unique effort in the Dallas housing Dallas, Dallas County, Dallas Area Rapid Transit, Dallas Housing Authority, and Dallas ISD. space - a broad, diverse community response which articulates a stronger, more prosperous, more inclusive, more equitable The situation is urgent. One of the earliest and most necessary steps is to finally adopt a comprehensive housing policy in the City vision for Dallas. of Dullas, rosted in best practices and in place no later than mid-2019. To encourage the process and provide stakeholder input, we pledge to issue an initial set of recommendations in early 2018. A comprehensive policy would increase quality mixed-income housing options throughout the city for residents from all income and racial/ethnic backgrounds by: Restalizing animg kiph-powerly communities shrough a heliate approach. Fixing only one or two pieces of an underresourced neighborhood is not sufficient. A holistic approach prioritizes quality mixed-income housing while also investing in necessary infrastructure, promoting high-quality education opportunities, and providing enriching amenities and health programs. And when it comes to the distribution of public resources, equity does not mean dividing equally - historically Mike Koprowski under-resourced areas demand more significant, targeted, and sustained investment. To avoid spreading limited resources too Chair, Policy Task Force Executive Director, Opportunity Dallas thirdy across many areas, holistic revitalization must proceed in a phased approach where a few neighborhoods are prioritized at a given time. This will take years to scale, but the City of Dallas should, at a minimum, articulate a basic set of services, investments, and environmental qualities that all neighborhoods can and should expect in the near term - everyone deserves a decent standard of living with dignity, regardless of location. Terri Anderson Charice Criss Annie Lord James Amstrong III Glorias Dixor Parker Lumkes Enhancing housing choice and reducing systemic barriers to that middle, moderate, and low-income households can access Kelsey Beachney Matt Engler Diane Boosdale guality knowing options or high-opportunity areas. Research shows that when low-income children access high-opportunity Paula Blackmon Hillary Evans Raul Reves neighborhoods with lower poverty rates and strong schools, life outcomes can improve dramatically, which, in turn, helps Patrick Blaydes Melanie Ferguson Joli Robinson break cycles of generational poverty. Troy Broussard Gray Garmon Byron Sanders Brent Brown Curtis Holeman Thomas Simrson Growing the overall suggity of high-quality, well-designed, desirable mixed-income housing throughout the entire city. This Kathy Carlton Larry James Brentt Shropshire will require a larger commitment of public and private resources and thoughtful policy incentives to developers to meet Joe Carreon Betsy Julian Elizabeth Sobel Blum community needs. Housing production is largely a private sector action, however, public policies and resources can help Peer Chacko Amanda Kronk Taylor Toynes shape private sector behavior to both enable market returns and promote desirable places to live for all people in Dallas. John Clarkson Roy Lopez Michael Wolker Fasterbar tackatus development. Development can bring an influx of new residents and additional job operaturities. resources, and services to high-poverty areas, but it can also lead to skyrocketing property taxes and rents which displace long-time residents. Public policies must place guardnils on gentrification to protect against involuntary displacement of

benefits everyone.

existing residents so that they too can experience the fruits of progress and fully participate in the financial gains. A proactive policy approach can enable natural market forces to prosper while simultaneously promote a mixed-income balance which

Low-income children who moved to lower-poverty neighborhoods before age 13...



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More likely to attend **College** (and better colleges)



Live in better, lower-poverty neighborhoods as adults



More likely to get married and have children with a father present



Pay \$22,000 more in federal income tax and requires less government expenditure



31% more annual income

Expected lifetime earnings increased by approximately \$302,000



Generational Impact! Kids and grandkids more likely to be raised in better neighborhoods by two parents who are more likely to be educated and have higher incomes.

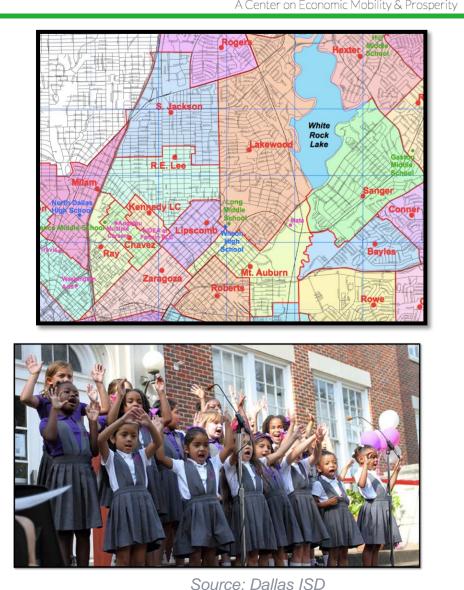
Dispersing Poverty through Housing Policy REDUCES Long-Term Poverty

Source: Justin Wolfers, "Why the New Research on Mobility Matters: An Economist's View," New York Times, Upshot, May 4, 2015. Alex Sarabia, "Moving to Opportunity: How Housing Policy Can Disrupt the Persistence of Poverty," Chicago Policy Review, November 25, 2015. Based on original research conducted by Raj Chetty et al. 15

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Strategy 2: Creative School Enrollment Policies

- Attendance boundaries are gerrymandered along neighborhood lines, thereby cementing segregation. It doesn't have to be that way.
- Creative enrollment approaches that increase parental choice, promote greater diversity, and improve achievement
 - Re-thinking attendance boundaries
 - Open enrollment
 - Diversity-by-design magnet/choice/specialized model admissions







The Opportunity Index

Measuring Opportunity Across Neighborhoods in Dallas



Source: The Dallas Morning News



Specific Data Indicators

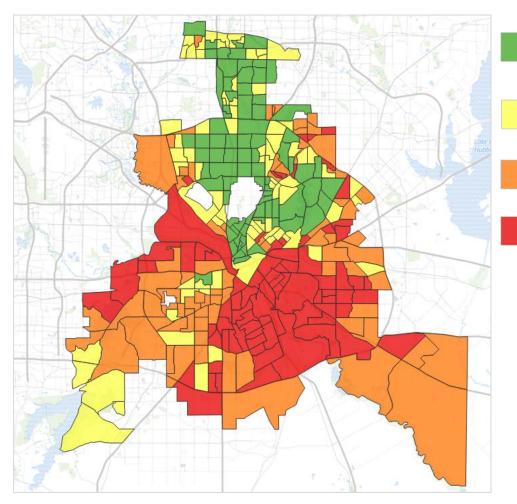
Economics	 Median household income Poverty rate Unemployment rate
Education	 Percent with a bachelor's degree or higher 2016-17 STAAR score growth for the neighborhood's public elementary schools for all students in all subjects Under-/over-performance of the neighborhood's public elementary schools for low income students on STAAR fro all grades in all subjects, averaged 2013-2016
Environment	 Violent crime incidents in 2016 (Homicide and aggravated assault) Average DCAD property condition desirability rating
Access	 Average commute time Number of jobs in neighborhood Number of doctors offices in neighborhood Average monthly spending on fresh vegetables Total number of restaurants in neighborhood and quality rating by the city Percent of households with WiFi internet access

The City of Dallas Has Distinct "Opportunity Zones"



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"Opportunity Zones" in the City of Dallas



"**High Opportunity**" (Top 25%) 79 neighborhoods

"Moderate Opportunity" (Next 25%) 78 neighborhoods

"Limited Opportunity" (Next 25%) 79 neighborhoods

"Focus Areas" (Bottom 25%) 79 neighborhoods

"Opportunity Zones" are determined by the Opportunity Index. The Census tracts in the top quartile for Opportunity Score are labeled as "High Opportunity" while the tracts in the bottom quartile are labeled "Focus Areas."

"Limited Opportunity" (Next 25%) There is 79 neighborhoods

"Focus Areas" (Bottom 25%) 79 neighborhoods

"High Opportunity" (Top 25%)

"Moderate Opportunity" (Next 25%)

79 neighborhoods

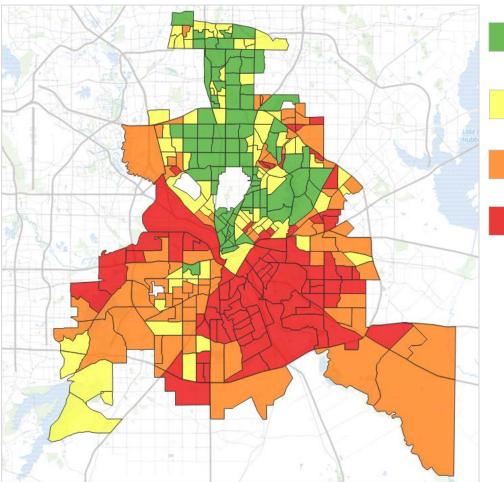
78 neighborhoods

Massive Racial Inequities

- 73 out of the 79 "High Opportunity Areas" are majority white (the remaining 6 have no majority race)
- There is not a single "High Opportunity Area" which is majority black
- There is not a single "High Opportunity Area" which is majority Hispanic
- 7 out of 10 majority Black tracts are "Focus Areas"
- Almost 1 out of 2 majority Hispanic tracts are "Limited Opportunity Areas"

"Opportunity Zones" are determined by the Opportunity Index. The Census tracts in the top quartile for Opportunity Score are labeled as "High Opportunity" while the tracts in the bottom quartile are labeled "Focus Areas."

"Opportunity Zones" in the City of Dallas



The City of Dallas Has Distinct "Opportunity Zones"



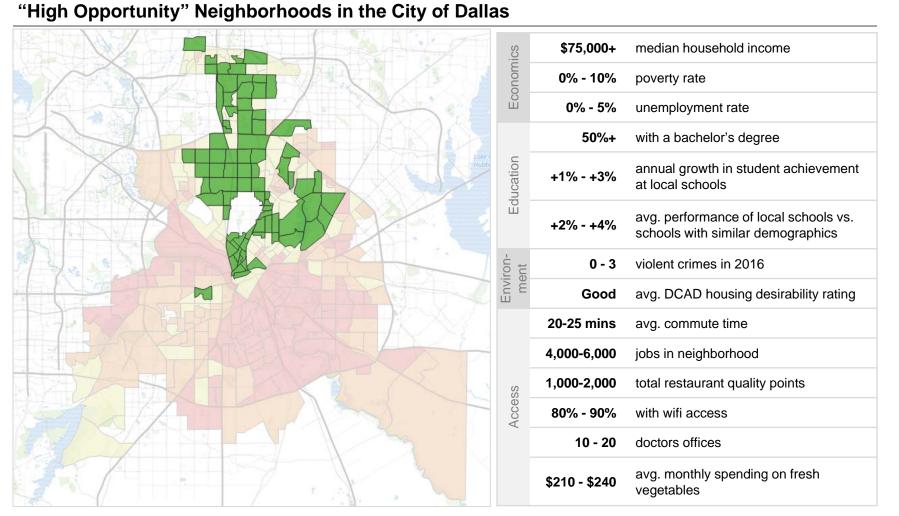
ortunity

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Characteristics of "High Opportunity" Neighborhoods

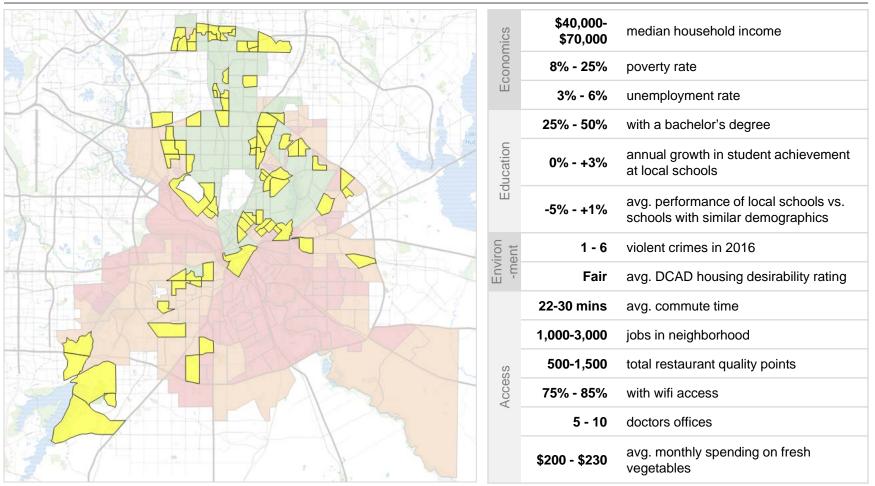


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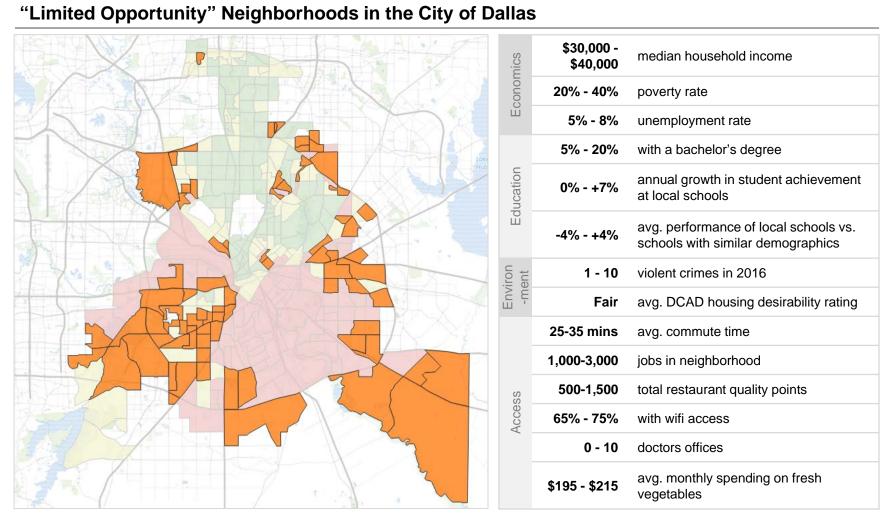
"Moderate Opportunity" Neighborhoods in the City of Dallas



Characteristics of "Limited Opportunity" Neighborhoods



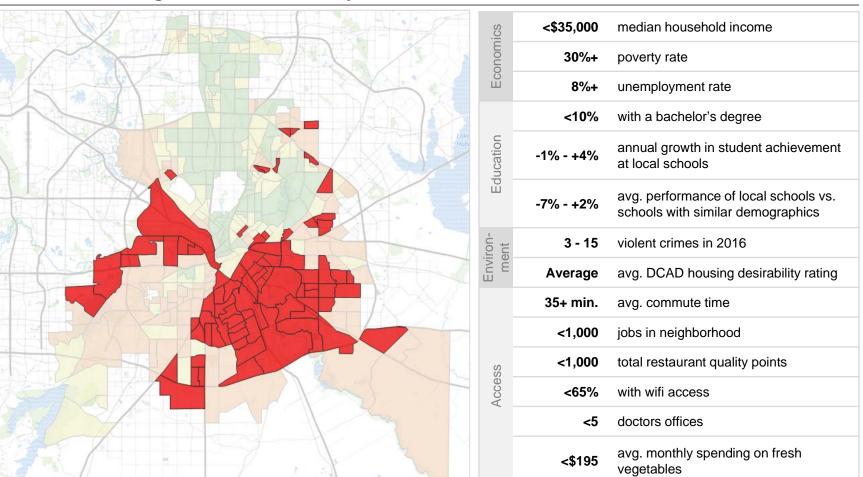
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Characteristics of "Focus Area" Neighborhoods



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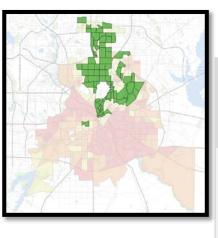


"Focus Area" Neighborhoods in the City of Dallas

Compare/Contrast



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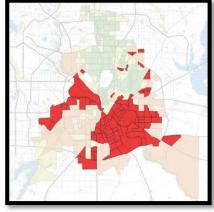


High Opportunity Areas

Economics	\$75,000+	median household income
	0% - 10%	poverty rate
С Ш	0% - 5%	unemployment rate
Education	50%+	with a bachelor's degree
	+1% - +3%	annual growth in student achievement at local schools
	+2% - +4%	avg. performance of local schools vs. schools with similar demographics
Environ- ment	0-3 violent crimes in 2016	
Envi	Good	avg. DCAD housing desirability rating
Access	20-25 mins	avg. commute time
	4,000-6,000	jobs in neighborhood
	1,000-2,000	total restaurant quality points
	80% - 90%	with wifi access
	10 - 20	doctors offices
	\$210 - \$240	avg. monthly spending on fresh vegetables

	ſ	-ocus Aleas
Economics	<\$35,000	median household income
	30%+	poverty rate
	8%+	unemployment rate
Education	<10%	with a bachelor's degree
	-1% - +4%	annual growth in student achievement at local schools
	-7% - +2%	avg. performance of local schools vs. schools with similar demographics
Environ- ment	3 - 15	violent crimes in 2016
	Average	avg. DCAD housing desirability rating
Access	35+ min.	avg. commute time
	<1,000	jobs in neighborhood
	<1,000	total restaurant quality points
	<65%	with wifi access
	<5	doctors offices
	<\$195	avg. monthly spending on fresh vegetables

Focus Areas





Y@OppDallas <u>www.opportunitydallas.org</u>