

[COVER PAGE]

HERE TO STAY:

A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted to the City of Fresno by Thrivance Group

March 3, 2021

["Draft for Public Comment Watermark on all margins]

[Callout - lower right corner]

This report is an overview of the 46 anti-displacement policies we are recommending based on the first-hand experiences of Fresno residents and supported by research, data, and lessons learned in other cities with anti-displacement policies. This report is being shared with Fresno residents 1) so that we can receive and include feedback, 2) to recommend a plan for a phased approach to focus on the people who are most in need of anti-displacement policies, and 3) to begin a conversation about how anti-displacement policies and programs should be funded and managed.

[Callout - lower right corner]

To satisfy the requirements of the Transformative Climate Communities (TCC) grant that funded our research, we had to identify three policies the City of Fresno would pursue to meet the specific objectives of the City's displacement avoidance plan. While these recommendations are open to public comments and feedback along with the remaining 43 recommendations included in this report, we believe these three recommendations can be implemented immediately and satisfy TCC guidelines.

We created a scoring and ranking system to identify which policies would be most likely to achieve immediate and equitable benefits. We then selected the highest-ranking policies that satisfy the the Transformative Climate Communities funding guidelines:

Funding Requirement	Recommended Policy
The production of affordable housing	City of Fresno "Here to Stay" Community Land Trust
The preservation of affordable housing	Rent Stabilization, Conversion Restrictions, and "Affordable in Perpetuity" Designations
Tenant protections and support	Fair Chance Housing

HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

TABLE OF CONTENTS

(linked)

ACKNOWLEDGEMENTS

Dear Fresno,

The Thrivance Group has been honored with the task of serving the Southwest Fresno community as a displacement-avoidance partner for the past year. We began our journey ready to reconnect with the communities we have called home. None of us could've predicted the challenges that 2020 brought us. While we've always intended to leverage our role in this work to bring light to the aspects of Fresno that deserve to be protected and championed, we found ourselves in the midst of a global pandemic and a racial awakening—and our call to action in Fresno grew exponentially.

We planned to do deep reaching engagement, to gain understanding around dinner tables, and to create moments of joy while also hashing out the comments that have robbed our communities of joy. We wanted to showcase the complicated and beautiful story of how Southwest Fresno put us all on the map. But, COVID-19 was a sobering reminder that our work as researchers, to understand legacies, should always begin with a genuine effort to relieve as much suffering as possible, as quickly as possible.

Even though we shifted our approach to fit into the parameters of the moment, we remained intentional about keeping the spirit of our intuition alive. We wanted to create a package of policy recommendations that would bring honor, comfort, and resources to those who need it most. As you read this report, we hope you see yourself in it. We hope you find the words you shared with us in moments of vulnerability. We hope this reads like a collective investment in justice-oriented community planning.

We extend our gratitude to the shop owners in Downtown Fresno that cracked the door open to cheer us on as we canvassed. Thank you to the restaurant staff that invited us in to have a quick bite. We dedicate this to the dozens of elders who took the time to pass down oral history while fighting back tears. And to the youth who continue to lead us toward a better tomorrow.

Lastly, thank you to the City of Fresno staff and Anti-Displacement Task Force members who've invested in our vision for a new version of citymaking. We hope we can continue to work alongside as you implement the changes herein.

Destiny Thomas, PhD
Founder/CEO of Thrivance Group

AUTHORS

This Social Climate Analysis that led to this report was conducted by Thrivance Group staff. The Thrivance Group is a firm that works in the interest of racialized people and specializes in combining urban planning with programmatic interventions. The Thrivance Group works to apply culturally restorative concepts through projects and community partnerships. Through project management, youth services, and community engagement, Thrivance's day-to-day work includes investing in the well being and collective healing of those who are most vulnerable to disparity, displacement, and disenfranchisement. Thrivance aims to create a world where everyone has equitable access to safe neighborhoods, beautiful spaces, social enterprise, healthy food options, quality healthcare, affordable housing, active transportation and clean air and water.

The following Thrivance Group staff contributed to the Social Climate Analysis for the Transform Fresno Displacement Avoidance Plan:

Ndidi Love

Ndidi Love was the Senior Program Manager at the Thrivance Group. Ndidi is from Long Beach, CA and is a former resident of Fresno, CA, where she spent her formative years. Ndidi has been a longstanding organizational leader of the Afrikan Black Coalition, a statewide network of Black college student organizers and has served in several capacities as the Deputy Director and the Director of Business Operations for the organization. Ndidi received bachelor's degrees in Sociology and Black Studies from UC Davis.

Keisha Pollard

Keisha is the Executive Assistant at Thrivance Group. Keisha is from Savannah, GA, and recently spent six years living and working in Fresno, CA. Most recently, Keisha was the Street Team Manager for the Vision Zero Dignity-Infused Community Engagement team in Los Angeles. Under her leadership, a Street Team working to advance transportation safety projects engaged thousands of residents over a two year period, which engagement culminated into the largest community engagement event of its kind in Los Angeles.

Brytanee Brown

Brytanee Brown was a Strategic Planner with the Thrivance Project. Brytanee is a resident of Oakland, CA. Brytanee has built her career on one simple principle: people first. She has worked to create just mobility outcomes for communities, enact change that responds to their mobility needs and lived experience, and make government accessible for folks that have long been locked out of decisions that impact them. She is a McNair Scholar, Next City Vanguard Alum, and daughter of the Black Feminist movement. She has spoken and moderated panels for the American Planning Association, PolicyLink Equity Summit, National Association for City Transportation Officials (NACTO), SPUR, North American Bikeshare Association, among others.

The following Thrivance Group staff contributed to writing this report, "Here to Stay:

Blueprint for Displacement Avoidance in Fresno”:

Destiny Thomas, PhD

Dr. Destiny Thomas is the Founder and Chief Executive Officer of the Thrivance Group and is the Project Manager for Thrivance Group’s role on the Displacement Avoidance Plan project. Destiny is from Oakland, CA, and a former resident of Fresno, CA with six years of on-the-ground experience as an Environmental Planner and Community Organizer. Destiny earned a BA in Political Science from Fisk University in 2006, an MPA with an emphasis in Public Health and Non Profit Management from Tennessee State University in 2008, and a PhD in Social and Cultural Anthropology from the California Institute of Integral Studies in 2016.

Navjot Heer

Navjot conducted the final review and authored the quick-reference companion document for this report. Navjot is an architectural designer and emerging planner with a passion for design that centers voices and leadership of impacted communities, storytelling, demystifying urban design and policy and building deep relationships and trust to foster systems change. She is a core organizer with the Design as Protest collective, a national coalition of designers mobilizing strategy to dismantle the privilege and power structures that use architecture and design as tools of oppression. Navjot earned a Master of Urban Planning degree from USC in 2020 and a Bachelor of Architecture degree from Cal Poly San Luis Obispo in 2015.

ABOUT THIS REPORT

The Thrivance Group has produced this report of recommended anti-displacement policies in partnership with residents and community-based organizations in the City of Fresno. This package of policy recommendations is intended to provide a plan of action to continue moving the City of Fresno and its elected officials toward citymaking with the goal of making Fresno more healthy, more economically stable and more equitable. While this report is the result of a year-long research and community engagement effort, paid for by the City of Fresno, the policies recommended throughout are crafted in the spirit of community-based policy development and with the long-term sustainability of both former and current residents at the core of our intentions and motivations. The recommended focus areas and policy bundles include (linked):

FOCUS AREAS	
Meeting the needs of Fresno residents that are most likely to be displaced	Aging Adults
	People with Disabilities
	Young Adults
	Veterans and People Returning Home from Institutionalization
	Farmworkers and People with Documentation Challenges
	Third Generation Black Households
	Southeast Asian Residents
	Community Advocates
POLICY BUNDLES	
Increasing community ownership	
Improving accountability and transparency	
Guidance for socially responsible development	
Considering mobility and connectivity	
Improving regulations and legal protections	

HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

Direct services and alternatives to eviction
Increasing dignified housing options

The City of Fresno is on the verge of being one of the most responsive cities to climate change, as well as to displacement and homelessness crisis. We truly believe the policies as recommended are the best and most equitable way to keep Fresno residents in their homes; we also feel that the recommendations themselves are full of language and ideas that can be used to address various social issues being faced by Fresno residents and City of Fresno staff. The work that Thrivance Group has done to craft these policy recommendations is preceded by generations of long-fought battles by community advocates and social justice organizations to improve the health outcomes and living conditions of residents across the City of Fresno especially Black, Latinx and Hmong communities in the Southwest Fresno region. It is our sincere hope that what is captured within the pages of this report honors and pays homage to all of the work and people who have come before us.

The big-picture goal of this document is to create an official public process that shows a thoughtful and reasonable pathway to housing stability, small business retention, and connecting communities while also investing in much-needed infrastructure and projects that improve quality of life. To help with this process, we've included a suggested prioritization plan (linked) for the policies.

Cities across the country are beginning to focus more on identifying effective measures for preventing displacement. What many have found is that the best safeguards include a combination of protections that stabilize housing costs while increasing protections for renters of both residential and commercial properties. As such, the policies that we are recommending in this report focus on these two intentions.

INTRODUCTION

HOW WE GOT HERE

The Thrivance Group was contracted by the City of Fresno to research and evaluate potential displacement avoidance policies to ensure that the changes coming to Fresno through the Transformative Climate Communities project would be most beneficial to existing Fresno residents and former Fresno residents looking to return home. **As part of our agreement, we've written this report titled: "Here to stay" and believe that this package of proposed policies is a blueprint for displacement-avoidance as well as anti-displacement in the City of Fresno.**

While conducting research and community engagement, we realised some people were using the term "displacement-avoidance" while others were using "anti-displacement". Displacement-avoidance policies would help the City of Fresno ensure that new projects don't contribute to the displacement and gentrification of communities that have helped build and represent all that we love about the City of Fresno. On the other hand, anti-displacement policies help the City make a clear and actionable statement, through regulation, asserting accountability, responsibility, and an intentional effort to prevent the type of processes and development practices that create displacement burdens for so many residents. While you will not see these distinctions mentioned throughout this report, we felt it was important to let you know that we worked hard to make recommendations that fit into both of these types of policies.

Our initial assignment was to develop recommendations that would directly benefit residents in the Southwest Fresno area. However, we quickly learned that the policy recommendations we develop would have to apply to the broader region of Fresno, given the nature of displacement and migration throughout the region. For example, we could create a package of policies that specifically apply to Southwest Fresno, but how will the people who've already been displaced from Southwest Fresno and live in other regions of Fresno benefit from those interventions?

Lastly, the following statements, which can be found in several places on the Transform Fresno website¹, describe the origin of the Transformative Climate Communities project and how displacement avoidance fits in, follows:

The Transform Fresno Plan is funded by the Transformative Climate Communities through the Strategic Growth Council and is made up of 21 projects, a Community Engagement Plan and a Displacement Avoidance Plan. The Transform Fresno Displacement Avoidance Plan (DAP) describes potential policies as it relates to avoiding displacement activities that the Transform Fresno community has identified as ways for residents and businesses to remain intact should the threat of displacement were to occur specific to Transform Fresno.

¹ transformfresno.com

HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

The Fresno Transformative Climate Communities Collaborative (Collaborative) was a participatory process used to promote and nurture creative project ideas, develop local criteria to define the type of catalytic and collective impact projects should have, and provide the City with direction on the proposal of integrated projects to include in the application for TCC funding. A key element in the success of the project is a Displacement Avoidance Plan that creates a basis to develop displacement avoidance policies within the Transform Fresno Project Area.

Here is the statement from the Transform Fresno project that directed the Thrivance Group's work:

The basis of what we hope to accomplish from the consultants work is to address the following questions:

- Is displacement currently taking place in the Transform Fresno Project Area?
 - If so, what is the cause?
 - If not, what is the probability of future displacement occurring in the Transform Fresno Project Area?
- What are the potential factors that would contribute to continued or future displacement?
- What are potential steps to mitigate further or future displacement?
- **Include policy recommendations, strategies, and other tools that can prevent or mitigate displacement.**

[Fresno's current Displacement Avoidance Plan](#)² outlines existing policies within the City of Fresno. These are the policies, plans, ordinances, and programs currently in place to prevent displacement of existing households within the project area, such as the production of affordable housing, preservation of affordable housing, tenant protections, and support, protections for small businesses, business stabilization and wealth building. City of Fresno staff are tasked with overseeing and monitoring policy development. The [Anti-Displacement Task Force](#)³, Outreach and Oversight Committee, Fresno City Council, and Staff are all in some way responsible for reporting milestones such as data gathering and analysis, policy development, community support, City Council or Mayoral support, and adoption.

² Transform Fresno Displacement Avoidance Plan Website - ([linked](#))

³ The Anti-Displacement Task Force was established by City Council Resolution 2018-277 ([linked](#)) on November 29, 2018. The Anti-Displacement Task Force is the Downtown Displacement Task Force called for by the Housing Element. At City Council direction, the scope of the Task Force includes the analysis of data and recommendation of solutions related to all causes and areas of displacement beyond those called for in the Housing Element as long as the Housing Element program requirements are satisfied. The City will consider review of displacement in other areas of the city upon recommendations by the Task Force and others.

BACKGROUND AND JUSTIFICATION

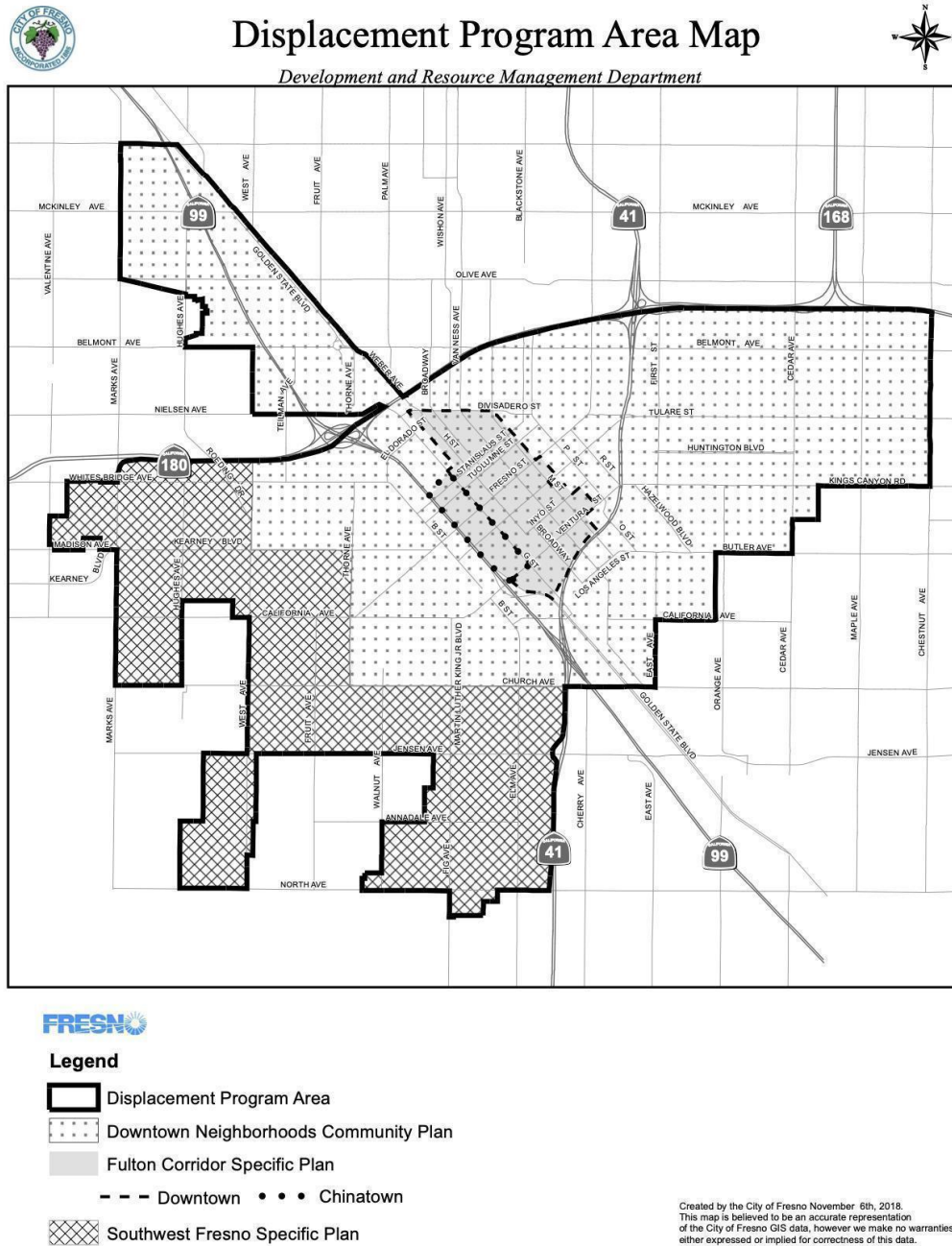
The project area maps included below (reference table numbers) represent the complete boundaries of our focus for the initial engagement conducted for the purposes of determining the recommendations included in this report. The main intention of this effort was to establish displacement avoidance recommendations for the Transformative Climate Communities (TCC) project area and Thrivance Group extended those boundaries to include the Displacement Program Area boundaries used by the Anti-Displacement Task Force. The TCC boundaries are

HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

entirely within the Displacement Program Area boundaries.



HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

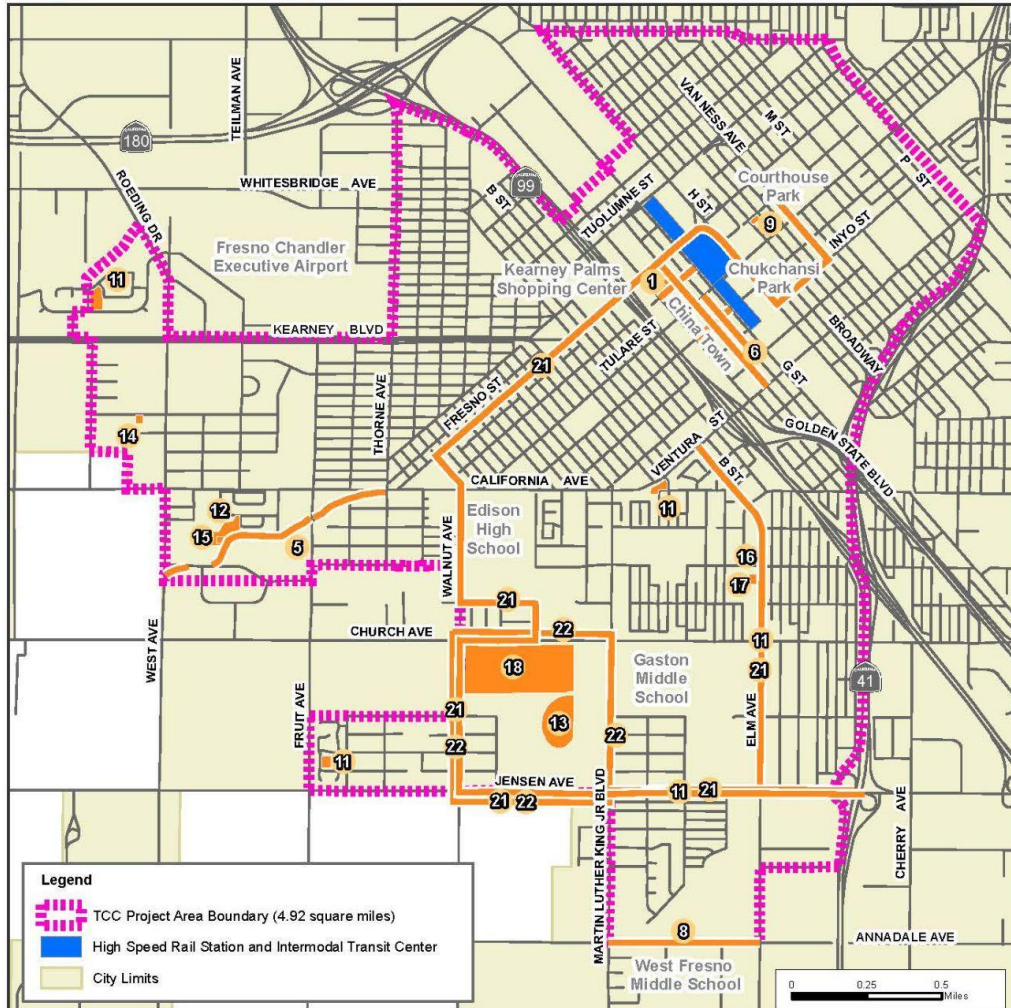
A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]



Transform Fresno Plan Projects

November 2020



- 01 - Chinatown Housing Project
- 05 - Southwest Fresno Trail
- 06 - Chinatown Urban Greening- Pedestrian Pathways, Lighting and Tree Planting
- 08 - Annadale Mode Shift
- 09 - Mariposa Plaza
- 11 - Southwest Urban Forest Expansion-Tree Planting
- 12 - Yosemite Village Permaculture Community Garden and Urban Farm
- 13 - Park at MLK Magnet Core
- 14 - Inside Out Community Garden
- 15 - Yo 'Ville Community Orchard
- 16 & 17 - St. Rest and Food to Share Hub
- 18 - Fresno City College: West Fresno Satellite
- 21 - TCC Connector - Enhanced Bus Service
- 22 - Southwest Offsite Improvements

The projects below do not have a specific location and are not depicted on the map.

- 02 - EOC Partnership for Energy Savings and GHG Reductions in SW Fresno
- 03 - GRID Solar Collaborative Single-Family Partnership
- 04 - GRID Solar Collaborative Multi-Family Partnership
- 07 - Clean Shared Mobility Network
- 19 - Chinatown Property Based Improvement District
- 20 - EOC Partnership for Energy Savings and GHG Reductions in SW Fresno: EFMP Plus-Up Vehicle Replacement and Incentives
- WDP - Workforce Development: Welding Program
- WDP - Workforce Development: Low/Zero Emission Truck Driver Training

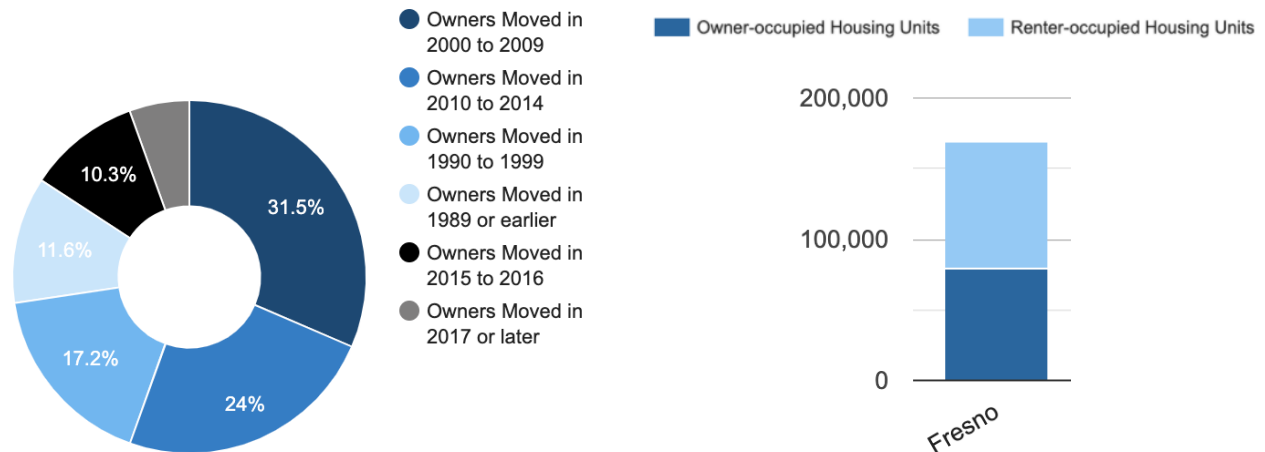
HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

The City of Fresno has its own unique history and legacy of harmful land-use practices. In particular, the cultural evolution of resident identities and land-use purposes in Fresno includes a series of hostile land acquisitions imposed on Indigenous Americans, forced labor exploitation of Black farmers, unjust labor practices toward Brown migrants, and the socio-economic alienation of Hmong residents. While it may be easy for some to view these incidences as a thing of the past, these histories continue to show up in revitalization plans. Generations of strained relationships between community members and local government agencies combined with a lack of access to dignified housing and meaningful centers of recreation and joy have resulted in deep disparities leading to displacement burden.

In addition to long term disinvestment in communities like Southwest Fresno, new efforts to invest in infrastructure in these areas has understandably been met with contention, skepticism, and apathy. These neighborhoods continue to be host to the region's most extreme environmental conditions while also being faced with the pressures of having to agree to a rapidly changing neighborhood in exchange for the possibility of cleaner air, fresher produce, and access to more jobs. The biggest and most common impact associated with green investments and community revitalization, is an increase in property values and cost of living. In a city where the majority of residents are renters or multi-generational homeowners⁴, this dynamic creates a perfect storm for expedited displacement and an influx of demand on social services and local public benefits.



The connection between revitalization and displacement in low-income communities of color is: while these investments are made in the interest of low income communities of color, they revitalize neighborhoods to the extent that they become more attractive to people who don't currently live there. Private developers and those with access to wealth in the real estate market notice this transformation and in response to that, increase property costs and market to out-of-town residents whose incomes are higher than the average income of

⁴ Based on 2020 American Community Survey census data

existing residents. To protect the health, well-being, and economic vitality of existing residents in Fresno, policy protections such as those included in this report are necessary.

MANDATED ANTI-DISPLACEMENT AT THE CITY LEVEL



Title VI of the Civil Rights Act- While there are many statutes and Civil Rights provisions that govern equitable civic engagement practices at the state and local levels, Title VI of the Civil Rights Act provides a clear mandate for the eradication and prevention of race-based inequities in city making and public processes. Title VI prohibits racial discrimination in any program or activity that receives federal funding. More likely than not, this covers the bulk of fiscal resources associated with local infrastructure projects. California state regulations expand Title VI to contractors and encourage additional atonement-related steps to address the legacy of systemic racism.⁵

Federal Actions to Address Environmental Justice in Minority Populations and Low Income Populations - In 1994, President Bill Clinton established an Executive Order that provided resources for “Federal Actions to Address Environmental Justice in Minority Populations and Low Income Populations,” requiring federal agencies to identify and address “disproportionately high and adverse human health or environmental effects of programs, policies, and activities on minority populations and low income populations.”⁶

AB 686 - California Assembly Bill 686 was passed in 2018 and considerations within all state funded projects and programs to certify that they are affirmatively advancing fair housing.⁷

Executive Order 13166 - Enacted by President Bill Clinton in 2000, Executive Order 13166—Improving Access to Services For Persons with Limited English Proficiency requires federal agencies to “develop and implement a system by which Limited English Proficiency persons can meaningfully access those services.” California Government Code § 7293 expands this and mandates every local agency “serving a substantial number of non-English-speaking people, shall employ a sufficient number of qualified bilingual persons in public contact positions or as interpreters to assist those in such positions, to ensure provision of information and services in the language of the non-English-speaking person.”⁸

City of Fresno Housing Element - The Fresno Housing Element is a mandated chapter of its general plan and its purpose is to ensure decent and affordable housing for all persons in the City of Fresno. Adopted in 2016 and amended in 2017, it contains 28 programs designed to further the city’s housing goals. Program 12A of the Housing Element requires the establishment of an Anti-Displacement Task Force, annual gathering of data and reporting on displacement, identification of a set of actions (policies) that would allow residents and merchants to remain in

⁵ [Title VI, Civil Rights Act of 1964](#)

⁶ [Presidential Executive Order 12898 concerning Environmental Justice, dated February 11, 1994.](#)

⁷ [California Assembly Bill 686](#)

⁸ [Executive Order 13166](#)

their neighborhoods, and pursuit of funding for development of mixed income and affordable housing, along with posting of relevant information on the City's website. The City established the Task Force in 2018 and produced its first annual report on Displacement in 2019. This report is intended to guide the Anti-Displacement Task Force's future efforts in studying, reporting on, and preventing displacement.

DEFINING THE ISSUE

The Thrivance Group conducted on the ground and virtual community engagement to fully understand the task we'd been given and how residents themselves define the issue of displacement in Fresno. We wanted our entire research plan to be based on how residents have experienced planning practices. We used our company's preferred method for ground-truthing, called a Social Climate Analysis to arrive at a clear definition of the local issues associated with displacement and gentrification in Fresno.

We Had a Few Limitations

There were several limitations that the Thrivance Group team identified before the Social Climate Analysis. These limitations had an impact on the Social Climate Analysis method, the interpretation of data, and the extent and scope of our observations.

LIMITATION: COVID-19

In March 2020, the United States began regional Stay-Home Orders as a result of a pandemic outbreak of Coronavirus disease 2019 (COVID-19). Our Social Climate Analysis was conducted in late-June 2020 and, while Fresno was not always under a complete Stay-Home Order, social distancing had become common practice. Social distancing meant the Thrivance Group team was limited in their access to person-to-person interactions and place-based observations were not consistent with what would be the "normal" flow, use, access, and capacity of the places being observed.

To that end, field observations took place in a socially distant manner with limited on-foot observations. The lack of in-person communication was supplemented by virtual ground-truthing conversations and the context from those conversations were added to the Social Climate Analysis. Staff interviews were conducted virtually as well.

An unanticipated benefit of this modification was that the Thrivance Group team was able to engage a broader network of community members through the virtual format. The Thrivance Group team did not find that the COVID-19 pandemic impacted the Social Climate Analysis to an extent that would cause major deviations or negative impacts on the completeness, accuracy, and reliability of the study.

LIMITATION: INACCESSIBILITY OF INFRASTRUCTURE DESIGN SCOPE

While the Thrivance Group team had a broad understanding of infrastructure design elements and their planned locations, the team did not have access to conceptual drawings for the

Southwest Fresno project area. This limitation meant the team was limited in their ability to arrive at meaningful context and community engagement lacked complete, real-life connections to what was planned in the project area. The community members that were engaged through the Social Climate Analysis raised concerns about this limitation and the Thrivance Group team found this limitation to have a direct impact on perceptions about the project as well as trust between community members and implementing agencies.

This was a limitation the Thrivance Group team could not resolve during the deployment of the Social Climate Analysis. The Thrivance Group team conducted Transformative Justice Sessions (outside of the context of the Social Climate Analysis) in an effort to begin repairing the issue of mistrust—because this dynamic poses a threat to the viability of Transform Fresno and civic engagement in Fresno overall. It is possible that this issue could be either resolved, or heightened, once conceptual drawings are released to the public.

ASSUMPTION: PROJECT AREA DEMOGRAPHICS

Project Area Boundaries

The following description of project boundaries was included in the Displacement Avoidance Plan RFQ ([linked](#)):

The Transform Fresno project area encompasses 4.9 total square miles within the Chinatown, Southwest Fresno and Downtown areas of the City. Fresno (pop. 538,300) is located on 114 square miles in the lush San Joaquin Valley in the heart of California, midway between San Francisco and Los Angeles. Fresno is the state's fifth largest city and the San Joaquin Valley's largest metropolitan city. Fresno is located 90 minutes from the famed Yosemite National Park as well as Kings Canyon and Sequoia National Parks.

Project Area Demographic Profile

The following demographic profile was included in the Transform Fresno Displacement Avoidance Plan RFQ:

The population of Fresno County is over one million residents and has access to a market draw of over 1.5 million people within a 30-minute drive. The City falls in the top 5% Disadvantaged Communities according to CalEnviroScreen 3.0 and 100% of the project area is categorized as low income census tracts as identified by AB1550⁹. The implications of these rankings means the project area faces a disproportionate share of environmental, health and economic burdens to include high pollution and asthma rates, low birth weights, increased cardiovascular disease rates, high exposure to toxins and pesticide rates. Compounding health and environmental burdens are high rates of linguistic isolation, low educational attainment and severe poverty.

The Need for an Alternative-Narrative

⁹ [According to Fresno Displacement Avoidance Plan RFQ](#)

HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

In several public-facing descriptions of the project area, the Thrivance Group team found indicators of implicit bias within prevailing demographic narratives regarding Fresno, and specifically the people living in the Southwest Fresno project area. Those indicators included:

- The use of deficit-based terms to describe a “future” or “potential” project area
- A disregard for community assets in project area descriptions
- Lack of demographic representation in the authorship of demographic narratives
- A lack of oral histories validating pervasive demographic narratives

In response to the signs of implicit bias, the Thrivance Group team developed a demographic alternative-narrative: ***a positive-skewing profile of social values, locations of freedom, community assets, social cohesion, and cultural fortitude.*** The intention was to create an alternative narrative for the Southwest Fresno portion of the Displacement Avoidance Plan project area to challenge the implicit bias and cultural discounting that may be contributing to or perpetuating disparity outcomes across the region. Here’s what we came up with:

Strengths-Based Demographic Profile

In the Cultural History (linked) sub-section of this report, we will describe the cultural history of Fresno which inspired our desire to establish a strengths-based demographic profile. Based on a preliminary analysis of that history, racial demographics and the corresponding origin stories, the Thrivance Group team developed this strengths-based demographic profile:

The population of Fresno County is over one million residents and serves as a site of connectivity for residents that represent 70 ethnicities, speaking 105 languages. Residents of the Southwest Fresno community have risen out of state-sanctioned forced labor, navigated generations of abrasive land-use practices, cultivated one of the nation’s most vital agricultural industries, survived the negative impacts of the Vietnam War, and have established frameworks for social justice that led to massive shifts in labor laws and police oversight.

Fresno is home to 262,260 Latinx people, 45,000 Black/African American people, 24,500 Mong/Hmong people, and 6,500 Indigenous people. Combined, these communities, whose legacies are pillars in the City of Fresno’s origin story, makeup 64% of the Fresno population. While the CalEnviroScreen 3.0 denotes these communities are experiencing massive levels of health, economic, and educational disparity, the City continues to be home to a vast network of interfaith farmers, artists, and community leaders thriving despite unfair disinvestments in their well being. Fresno, particularly Southwest Fresno, could easily become a hub for socio-cultural vitality, self-determination, freedom of movement, innovative community assets, exemplary social cohesion, and long term cultural fortitude should they be afforded access to participatory decision-making and anti-displacement investments.

Defining “Community” and Social Determinants

Given the interconnectedness of migration stories in the City of Fresno, the Thrivance Group team decided to establish a project-specific definition of the term community in an effort to shift away

from implicit bias in the development of narratives and research methods. For the purposes of this research, references to community will imply the defined Southwest Fresno project area in addition to: common social linkages, coinciding experiences within a social movement, or a shared locality or psycho-spiritual connection to a place, institutions or to other people.

Defining Displacement

THE CONNECTION BETWEEN DEVELOPMENT AND DISPLACEMENT

A key step in developing a set of policies that address displacement risks involves defining and understanding what we mean when we say “displacement.” In both the transportation and housing professions, cities and advocates are starting to converge around common definitions. This strategy considers types of displacement as well as the different phases of displacement.

TYPES OF DISPLACEMENT

Direct Displacement

Direct Displacement occurs when residents, businesses, and cultural institutions are unable to remain in-place as a result of rising costs of living. In addition to rent burden and cost of living pressures, deteriorating living conditions, lease non-renewals, and not-at-fault evictions rapidly force people out of their communities with very little time or opportunity to relocate within their neighborhood of origin. As direct displacement intensifies within communities, housing speculation alters affordable housing’s character and availability in the area. Housing speculation and real-estate profiteering are elements of harmful investment practices involving an influx of non-owner-occupied homes that are poorly maintained while inhabited by low-income residents and then rapidly renovated and surcharged in an effort to attract higher-income residents. Sometimes, well-intended community development (“opportunity” planning) leads to housing speculation; this is particularly the case when project timelines are accelerated and investment and planning processes are not developed in partnership with existing residents.

Investment-Induced Displacement

Investment-induced displacement (displacement that is triggered by the economic and speculative impacts of transformative infrastructure development) is anecdotally known to be correlated with projects like: Transit-Oriented Development, Bus Rapid Transit, highway expansions, light rail transit, and sometimes parks and open space development. Research validating widely accepted assumptions linking transit development and displacement is still new and limited; however, early findings validate this assumption. One important caveat is that the threat and perception of imminent displacement and/or gentrification poses a substantial enough risk to trigger residents to relocate as soon as relocation is feasible (as opposed to waiting and hoping costs and other displacement pressures don’t increase). As such, it is typically true that those residents remaining in place at the onset of full-blown gentrification are residents who are most at risk for being entirely unhoused; it can be deduced that, if those residents had the social or economic means to relocate, they likely would have.

Indirect Displacement

Indirect Displacement is typically a drastic change in the cultural makeup of residents within a community. This type of displacement can also be viewed as a socio-cultural shift in the character of a community. While housing speculation is a form of direct displacement that pushes out existing residents, it is also a form of indirect displacement because this behavior transforms the socio-cultural identity of an entire neighborhood. This is the case when high-income residents replace and exclude low-income residents, as well as when racial composition shifts as a result of speculative Investments.

Cultural Displacement is especially harmful because changes in the social and racial character of a neighborhood results in a degree of social death. Social death is the amalgamation of culturally harmful impacts like: erasure from civic process, hyper criminalization of Black and Brown people and culture, spatially hostile environments for elders and people with disabilities, destabilized social cohesion, erosion of business viability, and destabilization of demand-driven social and direct services. One of the earliest signs of social death is the re-marking or re-geographication of cultural centers. The use of a renaming system that centers the existing cultural identity of a community is one tool to prevent social death and to help ensure communities can remain in place.

PHASES OF DISPLACEMENT

Practitioners in both the housing and transportation planning fields are beginning to assess displacement within the context of four phases of gentrification that share common definitions across both fields. Particular consideration and attention should be given to the commonalities between the listed phases of displacement and the terminology used when we talk about histories of aggressive re-development.

Phase One - Pioneering

During the pioneering phase of displacement and gentrification, existing residents are likely to have been experiencing displacement pressures for several years. The lack of nuanced and equitable measures for addressing physical safety concerns, lack of equitable funding for public schools, cross-city transit access, limited access to healthy food options, reductions in the availability and access to jobs, predatory enrollment of youth into the military and/or militaristic extra-curricular programming, and real or perceived scarcity are some of the pressures that trigger displacement. These pressures also contribute to a breakdown in social cohesion and spur intra-community conflicts that are responded to in reactionary and hyper-criminalizing ways; municipalities rarely respond to these tensions by way of addressing the displacement pressures that trigger them.

These dynamics of destabilization attract new residents to the neighborhood. These new residents typically have access to finances and political capital that exceed that of the existing/prior residents. Using private capital and niche funding/investments (like artist housing stipends), the new residents of the pioneering phase usually take up space in vacant structures and lots that people assume to be underused—so displacement trends are difficult to spot at this

phase.

Phase Two - Speculation

During the speculation phase, displacement pressures compound quickly and unpredictably. Push-out (residents acting on the feeling they have no choice but to move) is commonly triggered by volatile policing, inter-community violence, death or illness of a family member, and loss of access to food and economy. The head of household may decide to relocate given the imminence of aggressive displacement or they could be swayed by a significant mass of neighbors and folks in their communities deciding to move out.

As residents begin to move away, predatory realtors begin to market the area to potential investors. Large-scale investors and developers begin to invest in ways that are high risk while placing the majority of available housing stock in limbo (vacant, yet off the market). This leads to rapid and drastic increases in the market rate for rents. During this phase, landlords and investors literally wait for old residents to move out and withhold renovations and maintenance until there is an opportunity to appeal to high-income renters and buyers.

Phase Three - Settling

The third stage of displacement is known as settling. During this phase, gentrifiers and those who've been displaced, undergo a process of settling in. The land-use planning field sometimes refers to this phase as "adolescent gentrification." What often goes unacknowledged is that people who've been displaced experience long-term instability by way of survivalistic migration. The experiences and the trauma that unfolds during these times tend to have long-lasting impacts on quality of life, health, and economic stability. People migrating as a result of displacement pressures are susceptible to cycles of poverty and vulnerability that ruin and, sometimes, end lives. It's important to keep this cycle in mind as typical mitigation efforts include the incorporation of "affordable" or "low-income" housing. While an influx of affordable housing is well-meaning, it rarely replaces the original supply of affordable housing and is hardly ever occupied by residents with origins in the community. This creates a scarcity dynamic in urban centers where residential density creates false cover for the lack of access to housing, jobs, resources, and quality of life destinations.

As communities are marketed as "more-safe" and "improved," gentrifiers create new systems of consensus-building and political-will that amplify the values of new residents while ostracizing the original residents. Many gentrifiers who arrived during the pioneering phase join these efforts under the guise of neighborhood preservation, leading to an increase of historical preservation groups, business improvement districts, and tenant associations. Transformative changes to the physical environment also increase during this phase and the class struggle grows while worsening racial tensions.

Phase Four - Multilateral Gentrification

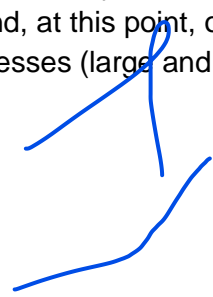
The fourth phase of displacement, multilateral gentrification, involves the complete social death of a community. While those who've been displaced begin to re-establish community and livelihood in new areas (housed and unhoused), gentrifiers produce substantial profits

HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

for investors who are typically located out of town. Structures that were initially unmaintained and unhoused due to speculation are injected into the housing market and, at this point, original residents and initial gentrifiers are entirely displaced. At this phase, businesses (large and small) **have been displaced or have disinvested and new businesses move** in.

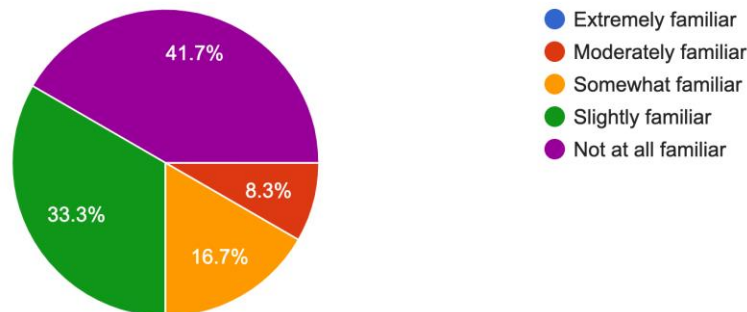


LESSONS FROM ENGAGEMENT-BASED RESEARCH

Our on-the-ground research revealed the general public is unaware of Fresno's current policies, programs, and efforts to keep residents housed. In a Project Partner Questionnaire facilitated by the Thrivance Group, 41% of respondents checked "not familiar," and another 33% checked "slightly familiar" on questions related to current and planned displacement avoidance policies. Only 8.3% of respondents were "moderately familiar," and there were no respondents that were "extremely familiar."

How familiar are you with Fresno's policies and programs to keep residents housed?

12 responses



Our Project Partner Questionnaire also revealed that Fresno's residents are already vulnerable to displacement and are currently experiencing housing insecurity. **More than 70% of respondents listed housing, job security, and education as areas where their community needs the most support.** Additionally, respondents expressed concern with many issues that impact their communities, such as cultural preservation/arts & culture, healthcare access, childcare access, education, job security, and food security.

MORE ENGAGEMENT, MORE OFTEN

The Transform Fresno Plan describes its community-based planning process as "a participatory process used to promote and nurture creative project ideas, develop local criteria to define the type of catalytic and collective impact projects should have." Additionally, it was "the largest participatory budgeting process in the City of Fresno's history, and engaged residents in decision-making processes about projects in their community to an unprecedented extent." During the development of the Transform Fresno Plan, the Collaborative met regularly from July 2017 through October 2017 and resulted in an active, engaged, 165-member Community Steering Committee. The relationships built through these community engagement and outreach activities

should be continuously fostered.

More than half of the existing tenant, homeowner, and business protections policies are set to expire in 2023. The current cycle of the Fresno Housing Element¹⁰ ([linked](#)) will end in 2023 and, prior to that, the City is responsible for revising and renewing the Housing Element. Once revised, the Housing Element as a part of the City's General Plan¹¹ ([linked](#)) will be certified by the State Department of Housing and Community Development. As part of the housing element outreach process, staff should actively work to ensure that the above policies are maintained or enhanced based on the current housing climate in 2023. As such, the ongoing engagement related to the Transform Fresno project is an idea opportunity to:

- Implement participatory, resident analysis of the 2023 Housing Element update
- Build spaces for residents to respond to these policy proposals in real-time
- Build spaces for residents to evaluate the effectiveness of existing and potential displacement avoidance policies
- Develop harm-reduction strategies for all existing and potential displacement avoidance policies
- Establish agreements and a plan for rolling policies back or using a pilot framework in case there are negative impacts on communities that were overlooked during policy conception

COMMUNITY REVITALIZATION SHOULD ONLY HAPPEN WHEN THERE IS FIDELITY AND TRANSPARENCY

Fresno planning processes should prioritize providing project-related information to all directly-impacted communities (positively and negatively) before engaging a broader audience. This principle establishes a baseline of communication standards when engaging with communities for future engagement activities:

- Develop public-facing virtual and physical dashboards of all events and activities
- Develop a communications agreement or practices across project partners that gets triggered during any Transform Fresno related communications, i.e. after all community engagement activities, participants are sent a follow-up email or phone call with a specific set of information
- Develop a set of meeting templates and communications with unified branding and messaging, allow for adaptability and creativity but require critical information, i.e. date, location, time, accessibility, purpose, intended outcome, project phase (with full transparency), project funding amount
- Provide a transparent set of updated plans, specifications, and BID selections so that residents aren't unduly experiencing displacement anxiety

¹⁰ Fresno Housing Element - <https://www.fresno.gov/darm/wp-content/uploads/sites/10/2018/01/FresnoHEAdoptedApril2017smallfile.pdf>

¹¹ Fresno General Plan - <https://www.fresno.gov/darm/general-plan-development-code/>

- Establish a set of keywords that should always be included in engagement as well as terms and phrases that should not be used (such as terms that may induce displacement anxiety or investor speculation)

CULTURAL HISTORY

Yokuts History and the Legacy of Hostile Land Use



The Transform Fresno project boundaries are located on the traditional lands of the Yokuts Nation. The Yokuts people are the earliest known stewards of the land and there is no record of willful cessation of their right to the land.¹² History and oral accounts make it clear that even when treaties were ratified, they were routinely violated by all levels of government. When researching the legacy of colonization in the project area, the Thrivance Group team found the Yokuts territory has a troubling history of suffering from militaristic attacks and environmental violence against Indigenous people at the hands of local jurisdictions. Documents regarding the “Fresno Indian Farm”¹³ show violent inquisitions, genocide, and forced labor were early devices of municipal development and colonial land use. In many instances, Indigenous people were forced into farm labor alongside Black sharecroppers and enslaved Africans forced into labor during California’s Gold Rush. Through preliminary research, the Thrivance Group determined the pre-colonial

¹² [The Aboriginal Population of The San Joaquin Valley, California](#)

¹³ Lindsay, Brendan C. Murder State: California’s Native American Genocide, 1846-1873, p.283

history of the Yokuts and the state-sanctioned harms enacted against them must be included in the framework of ongoing anti-displacement research as well as policy proposals informed by such research.

Fresno's Legacy of Agriculture and the Black Community



When considering the demographic profile of Southwest Fresno, it's critical to include its contributions to the legacy of agricultural economy, not just as a thing of the past, but as an opportunity for economic development and vitality that is still alive in the oral histories and hard skills that have been passed down through generations in Fresno's Black families.

"[Black] Americans were among the earliest contract laborers recruited from outside the state to develop California agriculture."¹⁴ The indentured labor of Black descendants of slavery spurred agricultural development as an economic staple in Fresno County. Oral histories depict trainloads of Black people arriving in the Central Valley to help build the agriculture industry. As Black families and farmers became more vocal in their resistance to Jim Crow laws, recruitment of Mexican farmers to the area increased. Still, the African Episcopal Zion Church played a major role in relocating Black people from southern states to California and educating them about the

¹⁴ [A History of Black Americans in California](#)

economic viability of farming as a business model.

The Thrivance Group found Black agriculturalism to be a pivotal point of juncture for evaluating land use legacies through a lens of anti-displacement, with opportunities to disrupt the erasure of this narrative and to promote policies and infrastructure that would fortify this aspect of cultural cohesion and identity in Southwest Fresno. When it is stated that 19%¹⁵ of Southwest Fresno residents are Black, their contributions to the evolution of Fresno's hallmark agricultural economy cannot be divorced from that statistic.

Fresno's Chicano Movement



The Chicano Movement is often left out of public records recounting the legacy of civic engagement and Black-Brown coalition-building in Fresno, CA. Failing to acknowledge the history of collective politics between Black and Brown communities has contributed to an analysis of racial demographics that promotes division. Inspired by the Black Power movement, Farmers' Rights, and Anti-Vietnam War movements, the Chicano Movement of the 1960s infused a powerful framework for social justice and resistance-based methods for civic engagement into the

¹⁵ Southwest Fresno Displacement Avoidance Plan Narrative (Draft) - <http://www.transformfresno.com/wp-content/uploads/2019/07/Transform-Fresno-Displacement-Avoidance-Plan-FINAL.pdf>

Fresno political climate.

While the Chicano Movement was widely known for its traction and impact on college campuses, including Fresno State University, the movement also helped elevate concerns about police brutality and exploitative land use practices in the Central Valley.¹⁶ Similar to the oral histories regarding Indigenous identity in the Central Valley, oral histories regarding the Chicano Movement indicate a capacity for (and inclination toward) multi-generational and cross-racial formats for participatory decision making and civic engagement. Additional research to consider the Chicano Movement's contribution to immigration discourse will be included in the final analysis of regional migration history.

Hmong Legacy



Outside of Asia, California is home to the second largest population of Hmong people--Fresno, California has the largest population of Hmong people in the state.¹⁷ Hmong is a cultural identity that consists of multiple groups and dialects from Southeast Asia (Southern China, Vietnam, Thailand and Laos). Hmong immigration to Fresno, CA in the mid 1970's was the result of Hmong people being forced to flee persecution in their origin countries after having fought on behalf of

¹⁶ McCracken, Ellen (2021) Rewriting the Chicano Movement New Histories of Mexican American Activism in the Civil Rights Era

¹⁷ Yang, Kou. The Hmong in Fresno: A Study of Hmong Welfare Participation and Self-sufficiency. University of California, Davis, 1995

the United States in the Vietnam War.¹⁸ Hmong refugees have continued to immigrate to the United States in large waves as recently as 2003, when 15,000 refugees were accepted into the United States.

Hmong residents of Fresno live primarily in the South region of the City, where the majority of Fresno's Black and Latinx residents are also living. The migration stories of Hmong residents in the Southwest Fresno community have common threads with Black and Latinx origin stories as Black people, who were forced to fight in the Vietnam War, were (at the time of initial Mong and Hmong immigration to the US) in partnership with Mexican Americans challenging the morality of the Vietnam War and the concentrated poverty that worsened as the war went on.

In 2003, the Hmong people were recognized by the California State Assembly for their contributions in the Vietnam War, but the recognition failed to include the cultural delineation of Mong people (a specific community that is spelled without an H) in the narrative, and the State Assembly failed to translate the resolution into Mong dialect. This oversight is important to note in the development of anti-displacement policies so that this history of cultural erasure isn't reproduced in the narrative.

COMMUNITY ENGAGEMENT AS RESEARCH

Who We Spoke With

Because of the limitations we encountered with community engagement as a result of social distancing practices during the COVID-19 pandemic, we believe additional engagement and education are crucial, even after policies that we have recommended are fully adopted. To that end, we were able to successfully engage a large number of people within the project area to ensure our recommendations aligned with the true priorities of the people who are experiencing the greatest degree of displacement burden and those would most likely be impacted by these recommendations. We worked hard to pivot and adapt to meet the evolving demands and

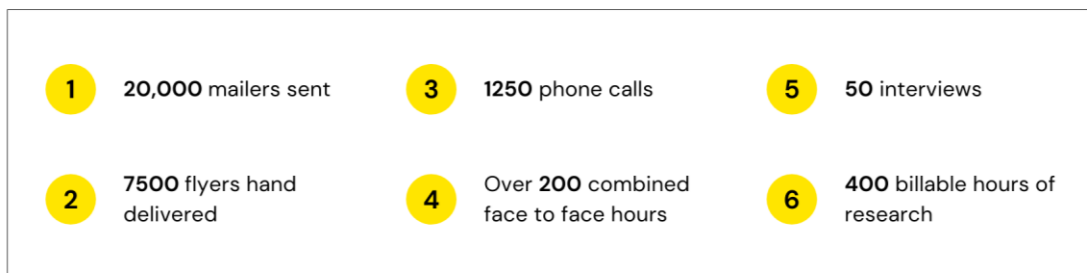
¹⁸ [1983. The Hmong Resettlement Study Site Report, Fresno, California](#)

requirements for comprehensive civic engagement. In total:

- 20,000 mailers were sent to households directly in the project area
- 1250 phone calls were made to invite residents to policy design labs and other civic engagement opportunities
- 50 in-depth interviews were conducted to finetune strategies and policy recommendations

Who we spoke with...

We leveraged a pivot and adapt strategy to meet the evolving demands and requirements for comprehensive civic engagement



- 7500 flyers were placed in hands and directly on doors by the Thrivance Group and local partners who assisted with passing out flyers during the height of the COVID-19 pandemic
- 200 hours of in-person and virtual one-on-one interactions took place in the sole interest of transformative justice and reclamation of disenfranchised residents
- We conducted 400-hours of billable research that weighted qualitative findings equally with quantitative findings

Hearing Directly from Community Members

The Thrivance Group became a project partner on the Transform Fresno project over a year after project initiation. One of the assumptions that had to be accepted was that the Transformative Climate Communities (TCC) project background that was provided to Thrivance Group was factually accurate and complete. The Social Climate Analysis is one of the ways the Thrivance Group validated existing data, project history, and community perceptions. While the Thrivance Group team found, through community input, that there were inconsistencies between resident oral histories and City records of prior community engagement, the Thrivance Group team determined the assumptions made regarding the TCC project background didn't pose a risk or negative impact on the validity of findings and decided the Social Climate Analysis would serve as a validation method.

SOCIAL CLIMATE ANALYSIS

The Thrivance Group conducted an on-the-ground field review of the entire Transform Fresno

project footprint including the full plan boundary of the Southwest Fresno Specific Plan, in addition to Chinatown, Downtown, and highly used transit stops. Through this planning exercise we confirmed the assumptions made through traditional research.

A Social Climate Analysis provides an interdisciplinary snapshot of current conditions for decision-makers and implementers of land-use policies and projects. The Social Climate Analysis challenges traditional methods for assessing the environments we live in. While data and engineering are usually the main focus of urban planning and transportation improvement projects, there are important social and cultural factors at play as well. The Social Climate Analysis creates an opportunity for project technical staff (such as engineers and planners) to be immersed in the community and to incorporate resident leaders in the process of identifying meaningful ways to preserve community assets and to address the socio-cultural barriers a proposed project might create.

The recommendations that emerge from the Social Climate Analysis inform the overall scope, implementation timeline, and engagement strategy for the project. The Social Climate Analysis also helps to identify direct service providers, advocates, and programmatic needs that should be considered throughout and after the life of the project. A Social Climate Analysis can be used to propose many public processes including: infrastructure planning, policy proposals, and project evaluation. A Social Climate Analysis typically consists of three phases, structured to provide past, present, and future context at the community level.

Social Climate Analysis Phases

PHASE 1

During “Phase 1” project staff visit the community to review current conditions. The Thrivance Group prefers to engage with actual residents (current or past) to do Phase 1 observations. Phase 1 is an important step because it reveals details that traditional data sources often fail to capture. During “Phase 1” project staff make a genuine effort to observe places and people beyond the desired outcomes and contexts of the project. The following indicators are included in this initial observation phase:

- Cultural identity
- Socio-economic dynamics
- Social services needs (including housing)
- Environmental factors
- Non-standard infrastructure conditions and uses
- Mobility patterns
- Resident oral accounts
- Community leadership and kinship formation

After “Phase 1” of the Social Climate Analysis, project staff reach out to residents, service providers, and community based organizations that either are impacted by or whose work relates to the social context deriving from the first phase.

PHASE 2

For “Phase 2”, residents, service providers, and community based organizations accompany engagement staff for a field (or virtual) visit in the project area. During this visit, non-project staff provide oral histories, background on community assets, and make additional recommendations for key residents and stakeholders to participate in ongoing engagement efforts. The Phase 2 field visit highlights and documents anecdotal and experiential knowledge about the project area in addition to community histories that elevate or induce special considerations that could be made within the final project scope, including opportunities for institutional atonement.¹⁹

PHASE 3

“Phase 3” is an opportunity for project technical staff to convene with participants from the first two phases to discuss findings and to co-create solutions for problems that were documented in prior phases. This is also an opportunity for project staff to gain an appreciation for existing community values, practices, needs and assets. The goal is to preserve or enhance those assets through the planned project.

WHAT WE LEARNED FROM BEING THERE IN-PERSON

Murals Can Either Help or Hurt Anti-Displacement Goals

Thrivance Group noticed a dozen murals, commissioned public art, and independent public installations. Many of these installations appeared to be highlighting the historical significance of the spaces themselves. The murals reminded us of studies that have shown the potential of displacement-related impacts in communities where there is a pre-existing risk of displacement. Murals are sometimes seen as features of redevelopment that are associated with investing in making the space feel new.

Where murals are added to vacant buildings or next to vacant lots, they tend to encourage developer speculation, often being a literal image of what new inhabitants would (or should) look like or, the opposite, which community is absent from the space.²⁰ Anti-displacement efforts, community engagement, and phased redevelopment within the project area should exercise caution and discretion to avoid exploiting public art as a way of dressing up vacant spaces, abandoned lots, and substandard dwellings. An analysis of wall art and mural placement should also include a context-driven effort to protect and preserve actual cultural markings that don’t have the negative effect of causing existing residents to feel like they aren’t worthy of being represented in art as the future of a community. Arts institutions and designated arts districts should be primary locations for art that seeks to disrupt erasure or assert cultural identity and representation.

¹⁹ In this instance, the term *institutional atonement* is used to describe an intentional effort on behalf of the City to acknowledge, disrupt, and undo the impacts of slavery, discrimination, and environmental injustices.

²⁰ [How Developers Turned Graffiti Into a Trojan Horse For Gentrification](#)

What Keeps People Together? What's Keeping People Apart?

One thing we noticed frequently was the presence of intra-cultural and cross-cultural communities and groups in Southwest Fresno. What we know about how cross-cultural connections form in communities is:

- Every community is made up of multiple communities (like sub-communities)
- Groups of people within each community (and sub-community) can be defined through commonalities that include both physical attributes and values
- People find a sense of home in communities through their own context, timeframe, or individual connection with other communities
- All of these factors make it difficult to develop a precise definition of the community and its identities, but this also tells us we need to be flexible when we plan policies and build infrastructure in cross-cultural communities

Here are some ways we saw cultural identity stand out during our in-person observations:

SACRED GATHERING SPACE

The Thrivance team observed high numbers of Black residents in Southwest Fresno. When we reviewed our notes to understand this dynamic, we considered the impacts of the COVID-19 pandemic and that there was a chance Black residents were more likely to be visible because they were also more likely to be essential workers traveling on their way to work.²¹ Aside from that assumption, we notice Black residents were more likely to engage neighbors and friends in front yards, on patios, and at the ends of driveways. This suggests a strong degree of resident leadership and a natural setting for collective decision making. This also signified a place-based venue for intergenerational, interfaith, and multi-income engagement. This observation is consistent with what prior research tells us about front yards as a primary source of social cohesion and people-power, particularly in areas where access to the economy is more limited. This observation also validates anecdotal—yet valid—widespread concerns regarding the impact of development-related easements in residential zones. Easements (as well as the fear of imminent easements) pose a grave risk to cultural cohesion, the sense of community, and desires of residents who are reluctant to remain in-place with the threat of their homes being taken away by local government agencies for the purpose of development.

“The front porches of literature, history and collective memory are the link between public and private. Their origins stretch back to ancient Greece and Rome, but they are intimately tied to images of Southern culture and the space making, particularly, of African-Americans, who brought their notions of mutuality with them during the Great Migration.”²²

LATINX IDENTITY IN PLACE

²¹ Chrisanna Mink. (2020) Blacks in California are dying from COVID-19 at a higher rate. What's being done to help? - <https://www.modbee.com/living/health-fitness/article247436420.html>

²² [Losing the sacred space of the front porch](https://theundefeated.com/features/losing-the-sacred-space-of-the-front-porch/) - <https://theundefeated.com/features/losing-the-sacred-space-of-the-front-porch/>

All Social Climate Analysis team members noted a significant presence of Latinx residents and cultural markings throughout the project area. In curbside communities (homeless encampments), the majority of residents that the Thrivance Group team observed appeared to be Latinx. In addition to this, one of the most emotionally impactful observations was the extent to which Latinx residents were leading COVID-19 mutual aid efforts and essential services. This observation, coupled with the scarcity of language justice in official City postings/notices, insufficient pedestrian infrastructure and transit connectivity, and the incredibly apparent overwhelm in safety net and social services, was particularly concerning.

Still, there was a layer of complexity in analyzing existing signs of displacement risk juxtaposed with widespread expansion of Latinx enterprise that, on its face, appeared to be a prominent element of redevelopment and gentrification—particularly in the Southwest Fresno community. It should be noted that Thrivance Group researchers found it difficult to validate their observations against existing data sources and narratives regarding the Latinx communities in Fresno. This made it clear that an earnest effort to compile Latinx oral histories across Fresno would improve the integrity of a broader anti-displacement research effort.

INTERFAITH NETWORKS

Interfaith networks and key destinations were prominent characteristics within the project area. In fact, many interfaith venues had displacement-avoidance resources posted on their doors. This unique coalition work across multiple faith communities was perceived by Thrivance Group observers as an institution in and of itself. Additionally, many interfaith community partners appeared to be anchored to social justice values centering the needs and rights of marginalized residents in Fresno. Even during shelter-in-place, the interfaith community led efforts such as distributing food and resources to those in need. Because of the depth of its roots and the extent of its reach, Fresno's interfaith communities will be a theme throughout the remaining phases of research and engagement on the Displacement Avoidance Plan project.

INACCESSIBILITY, HOSTILE INFRASTRUCTURE AND SCATTERED QUALITY OF LIFE DESTINATIONS

One of the most glaring high-risk signs of ongoing displacement was the extent to which social activities and quality of life destinations were spread out across the region and the infrastructure connecting these spaces were either non-existent or challenging to navigate. Observers characterized the project area as feeling “scattered” “incomplete” and “ambiguous” when they were asked to describe existing land use and resident mobility within the project area. We’re placing a substantial emphasis on the term *feeling* because the perception of land use dynamics can also drive the factors and indicators associated with displacement burden and risk.

Additionally, hostile infrastructure worsened the sense of disconnect and impassible routes. Hostile infrastructure is street components, signage, and placement of barriers which discourage (or even criminalize) people from accessing public spaces in ways that don’t perfectly align with the intentional design of the space. These practices most often negatively impact people with disabilities, aging adults, people of color, and those who are unhoused.

The scattered design elements created barriers to efficient use of those amenities and even made them less-ideal for travel to and from quality of life destinations beyond the immediate project area. Beyond simply documenting the availability and number of transit stops, Thrivance Group observers documented inconsistencies between the natural paths and routes of community members and the stops and routes being honored through the existing network design. The literal inaccessibility of existing mobility infrastructure in addition to the distances between quality of life destinations presented what seemed to be major limitations to network effectiveness—something that should be explored prior to the introduction of new routes, technologies, and infrastructure.

BLUE-COLLAR WORKERS, ESSENTIAL WORKERS, AND SEASONAL WORKERS

The prevalence of blue-collar workers, essential workers, and seasonal workers was really apparent to the Thrivance Group observers. This was particularly surprising because we were in the midst of a global pandemic and weren't expecting very many people to be visibly navigating the public space. This observation, which was common across the board, suggests any interventions or policies implemented through a displacement-avoidance strategy must take into consideration that the exacerbating issues contributing to displacement likely extend beyond a lack of availability of employment opportunities. Examples of broader contributing factors may include difference between standard notions of cost of living and affordability metrics and actual costs and burdens associated with living in the Fresno region. This could also be a sign that there is a need for protections, programs, and policies that help residents move into more stable, long-term entrepreneurial opportunities within the City.

HOSTILITY TOWARD UNHOUSED RESIDENTS AND PEOPLE WITH DISABILITIES

What our research uncovered regarding the legacy of hostile land use practices prompted the Thrivance Group to look further into the present day versions of those practices. We discovered a recently passed ordinance that banned people from seeking shelter in parks or other areas deemed “public.” The issue with these types of policies is that they require a person to have a structure for a home in order to be considered “residents” that can access public space. A recent settlement of a statewide class action lawsuit resulted in residents impacted by state-sanctioned encampment sweeps to receive damages for the (potentially unconstitutional) personal and sociological effects of such acts of hostility. While it is clear that we need to identify dignified housing solutions for those who are currently unhoused, further stripping residents of their dignity through the use of encampment sweeps will only worsen displacement trends in the region. In 2020, the total number of unhoused people living in Fresno and Madera Counties was 3,641.²³ The availability of dignified shelter and locally-managed beds would only be sufficient to house a fraction of these residents. So, it is immediately apparent that a ban on public sleeping does nothing to solve the issue of homelessness in the region.

Thrivance Group observers also noted infrastructure that was hostile toward people with disabilities. Observers kept a tally of instances where a crossing or sidewalk was impassable or

²³ McEwen, Bill. (2020) Fresno Homeless Count: 45% More People on Streets, More People Housed - <https://gvwire.com/2020/08/26/fresno-homeless-count-45-more-people-on-streets-more-people-housed/>

unsafe to navigate for an able-bodied person as well as instances that would be impassable or unsafe to navigate for a person using an assistive device or living with a visual or hearing impairment. When compared to Chinatown and parts of Downtown Fresno, areas located in Southwest Fresno, were 73% more likely to be either impassable or difficult to navigate for both able-bodied people and people with disabilities.

LEGACY OF EMINENT DOMAIN

Many residents expressed concerns about an excessive use of eminent domain for the purposes of community revitalization and redevelopment in the private development sector. As of 2015, 425 Acres have been claimed by San Joaquin Valley jurisdictions for the purposes of High-Speed Rail ([linked](#)). Assemblymember Jim Patterson attempted to barr these actions in 2015, but his proposed bill did not pass. As such, concerns continue to grow as residents find it difficult to be civically engaged in planning efforts that could potentially result in eminent domain being used on property or land in their communities. In 2020, the City of Fresno continued to use eminent domain to advance projects for the purposes of housing people during the COVID-19 pandemic, but because of the legacy of the practice, some residents argued continued use of eminent domain would fail to directly benefit local residents and instead, potentially exacerbate environmental and economic disparity in already displacement-burdened communities. While the use of eminent domain is justified and welcomed in some cases, it is important to remember the legacy of excessive use of eminent domain across the region and the ways in which projects re-traumatize residents who've already been dislocated as a result of that mechanism.²⁴ At the time of the Social Climate Analysis, the Thrivance Group was unable to verify that current plans for development in the Southwest Fresno region would not use eminent domain to meet design objectives.

GHETTOIZATION THROUGH INVESTMENT

The term “ghetto” was frequently used by residents engaging in conversation with the Thrivance Group about the plans for the Southwest Fresno region. Out of 200 hours of Transformative Justice interactions, we were able to count the use of this term over 75 times. Residents expressed concerns that the implementation of infrastructure and housing projects in the area would worsen the appearance of ghettoizing characteristics and other signs and symbols of marginality. What is important to highlight, is not that there was an ideological or classist distinction being made, but that residents themselves have noted a pattern in the quality of materials and a lack of design creativity for projects in the Southwest Fresno area. This prompted the Thrivance Group to explore occurrences of ghettoization in other regions of the world to better understand how or if this phenomenon was contributing to displacement or the fear of gentrification in Fresno. In 1984, the United States Secretary of Housing and Urban Development, Robert Weaver, famously asserted, no more “ghettos” should be created in the United States²⁵. The Oxford English Dictionary defines “ghetto” as:

²⁴ Sheehan, Tim. (2019) They moved to make way for California’s high-speed rail. Now they wonder if it was for nothing

²⁵ Weaver, Robert C. (1948) The Negro Ghetto

1. Formerly a section or quarter in a European city to which Jews were restricted
2. A slum section of an American city occupied predominantly by members of a minority group who live there because of social or economic pressure.

When you look into the origins of the term, *ghetto* you find that what people are really describing when they use this term is a descriptor of a common set of neighborhood configuration types, the rules that govern those areas, and the identities of the people living in the areas. These characteristics mark a community and the people who live in it as essentially bound to their identities as marginalized people. This identity of marginality includes the assumption that, by virtue of your presence in the neighborhood, you are unintelligent, unable to be employed, unable to maintain your property, and prone to health issues and violence. While we are not making a statement that marginality as an identity is any less dignified or less human than others, we do agree that ghettoization and marginality should not be used as an urban planning device for drawing boundaries between communities.

Through an on the ground Dignity Street Team effort, Thrivance Group found most community plan documents and educational materials reinforced this perception, and also that existing built environment design was in fact synonymous with commonly known ghettoizing concepts. One revelation we came across as we sought deeper understanding, was that those who were most likely to reject the idea of affordable housing development in their neighborhoods felt so because of the aesthetic and material quality of the infrastructure, as well as a lack of wrap-around support for those who would live in the units—not the affordable housing itself.

BLENDED SOCIO-ECONOMIC IDENTITY AND INTRA-COMMUNITY DEFICIT DYNAMICS

One challenge associated with development that spanned multiple communities, was disagreement between groups representing varying economic backgrounds, racial identities, age-ranges, and political beliefs. There was such a vast range of opinions and ideas regarding community transformation that consensus seemed to be an impossible pursuit. In interactions between the Thrivance Group and local community members, it became apparent that the mix of socioeconomic identities was itself a symptom and outcome of displacement and gentrification in the region.

Where we encountered declining intra-community dynamics, a common cause was widespread scarcity. We use the term *scarcity* to describe the unavailability of social services, emergency interventions, access to civic engagement processes, lack of investment in recreation and centers of joy, and an inaccurate notion of affordability. We tested this theory by compiling statements from meeting notes, presentation remarks, survey responses and other types of feedback into a categorized database any time those comments alluded to scarcity or deficit. What we found was, 90% of the time intra-community conflict could be traced back to lack of available and needed resources. The other 10% of the time, intra-community conflict was being spurred by a legacy of strain between residents and local government agencies.

FAILURE TO MAKE AN EQUITY-CENTERED BUSINESS CASE

While the Thrivance Group does not believe there is still a need to make a “business case” for equitable planning practices, we recognize local jurisdictions like the City of Fresno are beholden to funding through a set of competitive funding cycles. Cities like Fresno are expected to make a business case for projects desperately needed by communities experiencing displacement burden. In order to rise to this occasion, the City of Fresno is in need of policies and shared language which comprehensively convey the extent to which the City of Fresno is willing to go to 1) prioritize curing the impacts of the legacy of racism and slavery, 2) solving the crisis of homelessness and 3) ending the trauma of displacement within the City.

When Thrivance staff reviewed videos from public meetings and city planning documents we found a huge disconnect where a business case could have been made for equity-centered planning and investments. The ambiguity of who will benefit from Fresno's pipeline of infrastructure projects not only impacts Fresno's ability to procure resources for development, it also impacts the outcomes of civic engagement processes and resident perceptions related to planning and development in Fresno. The state-funded programs which appear to yield the most potential for an equity-centered approach to the built environment in Fresno include the Active Transportation Program ([linked](#)) and the (Affordable Housing and Sustainable Communities) AHSC program ([linked](#)).

SNAPSHOT OF PLANNING-RELATED CURRENT CONDITIONS

We felt it was important to zoom out from our data-centric method of understanding the project area and to document, simply, what the environment felt like to us. These observations were validated solely through what we ourselves experienced while working on this project.

Signs of Untracked Migration and COVID19-Induced Displacement

During each phase of our social climate analysis, Thrivance Group staff noted an influx of moving vans, furniture dumping, impound notices, and even exploitive advertisements targeting residents who may be experiencing displacement pressure. This observation manifested in our own efforts and attempts to engage Fresno residents (especially those in the Southwest area) as a large number of mailers and robocalls were returned as undeliverable for residents who we were able to reach mere weeks prior. A grave concern of ours is that this type of displacement, presumably linked to COVID-19, is not being tracked because it is happening so rapidly. It is important to identify where residents are migrating to and the reasons they felt the need or desire to leave Fresno (or their neighborhood) to both prevent this from happening to other residents and to make attempts to reclaim those residents. **13 percent of residents engaged directly by Thrivance Group at the onset of our work in February 2020 were unreachable ten months later.** We hope this is not a microcosm of a broader dynamic underway.

Strained Civic Engagement Opportunities and Expedited Development

The COVID-19 pandemic definitely limited our ability to reach as many residents as we sought to engage. Our assumption, given this challenge, was that other agencies were also experiencing

this limitation. So, it felt contradictory to see and to hear that in addition to our project, other projects which will likely result in a permanent transformation of the landscape continued to progress with the same timelines and fervor as pre-pandemic planning practices. In some cases planning projects even seemed to be expedited. We aren't privy to the reasoning behind expedited projects, but we empathize with residents who expressed frustrations while juggling complicated at-home challenges, lives as essential workers, and households with distance learning students, with far less time for civic engagement and even less access to the technology necessary for virtual interactions. It is our hope that project development felt expedited simply because of the immense pressure associated with broader feelings of living in a pandemic. However, if in fact development continued to move forward, projects continued to be green-lit, and construction timelines were not adjusted, we believe some of the untrackable displacement and migration we observed could be attributed to literal and perceived development-induced displacement pressures.

Clogged Social Safety Net and Lack of Resource Pooling

As the Thrivance Group sought to identify immediate interventions to distribute to residents who were at immediate risk of displacement, we experienced several challenges reaching the correct department, understanding eligibility parameters, and identifying accurate information for accessing resources that were being advertised as available. In addition to this, we encountered some service providers and community partners experiencing an exhaustion of resources, while others were having trouble distributing an abundance of available resources. We suspect our own experience navigating existing networks of service providers and resources was a symptom of broader siloing. If this is truly a broader issue, there are operational remedies that could achieve tremendous headway toward the aim of eradicating displacement in the Fresno region.

Disproportionality of Extent of Burden

Mostly every resident we engaged expressed either literal displacement burden challenges or the fear of imminent challenges. In order to focus our work, we conducted an analysis to identify those who were experiencing displacement burden for longer amounts of time, as well as those for whom displacement posed the greatest degree of severity in terms of depth and risk associated with displacement impacts. We discovered that a core group of residents were most in need of immediate intervention *and also* long-term protection. We centered all of our recommendations around reducing harm and relieving suffering for these groups. In this report, we are referring to these groups as our *Risk Focus Areas*, and they are as follows:

AGING ADULTS

*This quote reflects the thematic nature of the feedback we received most frequently from this Risk Focus Area

"We're always being targeted for displacement."

Aging adults (everywhere) are experiencing unique impacts associated with renewal and transformation. One way to quantify impacts is through an analysis of displacement and gentrification impacts on the health of aging adults. The aging-adult population typically

experiences the worst of the economic marginality while also experiencing major impacts to mental and emotional health. Even aging adults with higher incomes stand to lose quality of life connectivity earlier than other groups because the neighborhood transformation becomes a major disruption to routine and familiarity.²⁶ Of those we were able to reach directly through transformative justice sessions and interviews, the vast majority of aging adults that Thrivance Group engaged felt the neighborhoods they lived in were more likely to be targeted for displacement and least likely to be assisted when they are experiencing displacement risk.

PEOPLE WITH DISABILITIES

*This quote reflects the thematic nature of the feedback we received most frequently from this Risk Focus Area

“We’re always being targeted for displacement.”

Thrivance Group conducted an expanded analysis (beyond the Fresno region) to better understand the displacement risks that are exacerbated for people living with disabilities. Those who we were able to connect with mentioned a heightened sense of concern and insecurity resulting from climate change and recent wildfires across the region and the state. Respondents with disabilities expressed concerns that they were being under-considered in local planning for climate resiliency. Additionally, the nature of available jobs in the City of Fresno (manual labor, blue collar) are rarely available to people with disabilities. Personal accounts of displacement revealed disabled people were most likely to experience displacement for the longest stretches of time, compared to the other Focus Area Groups. Residents with disabilities felt their displacement vulnerabilities are routinely ignored, their living conditions are rarely accessible, and at times they are targeted or taken advantage of during neighborhood transformation.

YOUNG ADULTS

*This quote reflects the thematic nature of the feedback we received most frequently from this Risk Focus Area

“We have to leave Fresno to attain financial stability.”

Unlike what we’ve experienced in other regions of California, young adults were among the list of groups most likely to be experiencing voluntary displacement burden. We attribute this to Fresno being a city that is typically home to multiple generations of families whereby young adults are inclined to remain in the region as they seek education and employment opportunities. When asked what factors play into the pressure to leave the City of Fresno, young adults noted a lack of opportunities to look forward to for wealth generation. With a median age of 28.5 years old (among the lowest in the United States), there is clear evidence of the need for a more focused analysis of factors that cause residents to move away as they age.

VETERANS AND PEOPLE RETURNING HOME FROM INSTITUTIONALIZATION

*This quote reflects the thematic nature of the feedback we received most frequently from this Risk Focus Area

“We have to leave Fresno to attain housing stability.”

²⁶ Richard J Smith, MSW, PhD, Amanda J Lehning, MSW, PhD, Kyeongmo Kim, MSW, PhD, Aging in Place in Gentrifying Neighborhoods: Implications for Physical and Mental Health, The Gerontologist, Volume 58, Issue 1, February 2018, Pages 26–35, <https://doi.org/10.1093/geront/gnx105>

All forms of institutionalization appear to be contributing to displacement and homelessness in Fresno. While state and federal numbers in the county have been declining, the population of incarcerated people being held in Fresno county jails has increased each year for the past decade. Recent COVID-19 relief policies as well as decriminalization policies will likely result in an increased demand for housing for formerly incarcerated people. People engaged through the Social Climate Analysis shared their experiences of having very few housing options if they had been recently incarcerated or had a conviction on their record. Immediate action should be taken to expand availability of existing housing to this population.

Similarly, while the rate of young people (16-20 years old) aging out of foster care is lower than other municipalities (per capita), residents formerly in foster care were among the groups of people who were most likely to experience a perpetual state of homelessness within two years of aging out of the system. While we were unable to determine direct causality for this population's higher risk for displacement, we believe the difficult-to-navigate social services network is contributing to this dynamic.

Lastly, local institutions providing involuntary mental health care were unable to identify meaningfully supportive practices for identifying dignified housing once a person is discharged. Recent assessments of people who've been included in the Fresno homelessness count estimate over 80% of unhoused people have a clinically diagnosable mental illness; 34-50% of those respondents would qualify for residential care.²⁷ Individuals who are forcibly held in mental health institutions represent the population with the greatest likelihood of being unsheltered in the immediate future.

People who have experienced any version of institutionalization in Fresno feel very strongly that their only opportunity to attain housing and economic stability will come through relocation to another city where more resources are available to formerly-institutionalized people.

FARMWORKERS AND PEOPLE WITH DOCUMENTATION CHALLENGES

*This quote reflects the thematic nature of the feedback we received most frequently from this Risk Focus Area

"Landlords are taking advantage of my vulnerability"

Households with mixed immigration status, farmworkers, and undocumented people experience a tremendous amount of displacement burden in most contexts. This Risk Focus Area is listed particularly because those we engaged who were willing to share their documentation status revealed an added layer of vulnerability as a result of the COVID-19 pandemic. By all accounts, immigrant communities have seen the worst impacts of the pandemic. Employed in "essential worker" roles at a rate estimated to be above 80%, the number of mixed documentation status households that have been directly impacted by COVID-19 cannot be accurately quantified. However, we know from our understanding of pre-existing risks for this population that the combination of living in more crowded areas and with multiple generations of family members

²⁷ Metraux, Stephen, Culhane, Dennis P. (2010) Development of Cost Analysis of the City and County of Fresno's Ten-year Plan to End Chronic Homelessness: Preliminary Estimates Using Existing Data and Recommendations for Full Evaluation Strategy

could be significant contributing factors. Households experiencing illnesses and deaths are facing the possibility of eviction once state eviction protections expire. While populations included in the other Risk Focus Areas have the protection of an eviction moratorium, immigrants and households with mixed immigration status are experiencing a heightened risk for unofficial evictions—particularly as landlords aim to attract tenants who are more likely to be able to maintain rent payments during and after the pandemic.

THIRD GENERATION BLACK HOUSEHOLDS

*This quote reflects the thematic nature of the feedback we received most frequently from this Risk Focus Area

“My family’s legacy is being erased”

While the Thrivance Group was unable to find statistically validating resources that correspond with the feedback we received from Black interviewees and participants in Transformative Justice Sessions, we found a great deal of continuity amongst oral histories pertaining to the legacy of Black migration and agricultural influence in Fresno. More specifically, elders and their children were able to tell stories about hostile land practices, the use of eminent domain, and exploitation by landlords. These stories, although told on separate occasions and by separate people, were almost identical, led us to believe in their truth and they must be acknowledged in our work.

We were able to delineate that families with a minimum of three generations of lived experience in Fresno had almost a guaranteed risk of experiencing either direct displacement or rapid gentrification, causing them to voluntarily relocate. Black families who could trace their lineage beyond three generations also told stories about their relatives’ contributions to the agricultural industry in Fresno and strongly believed those histories were intentionally being left out of common discourse and planning processes.

SOUTHEAST ASIAN RESIDENTS

*This quote reflects the thematic nature of the feedback we received most frequently from this Risk Focus Area

“My family’s legacy is being erased”

A recent study in the Fresno area revealed people who are Southeast Asian experienced a 10% rate for formal eviction over the last decade. Just as with Latinx communities where English is not always the primary spoken language in the household, these families are more likely to be exploited by landlords and excluded from racial and ethnic data sets associated with conversations about displacement. Southeast Asian households in Fresno tend to be older and also tend to experience high levels of rent burden. When interviewed about their experiences with planning processes and displacement risk, Southeast Asian residents more often than not expressed surprise that they were even being included in the conversation. We suspect that an ongoing trend of ignoring the unique circumstances and needs of Hmong and Southeast Asian residents is contributing to their disproportionate risk of displacement and a lack of culturally-specific supports.

COMMUNITY ADVOCATES

*This quote reflects the thematic nature of the feedback we received most frequently from this Risk Focus Area

“Civic engagement and competitive bidding are not accessible”

Community Advocates, community-based organizations, and certain types of entrepreneurs expressed difficulty accessing and being competitive for opportunities to do business with the City of Fresno. When the Thrivance Group explored the extent to which these experiences could be contributing to the overarching dynamic of displacement in the region, we found a pervasive belief that community-based organizations serving many of the other Risk Focus Areas were less likely to be given opportunities to contribute to the revitalization of the communities they support. In addition to this, entrepreneurs who ran Black owned businesses, small businesses, or were led by aging adults, shared a common disdain for what they believe to be unfair and excessively complicated bidding processes.

When asked about the potential effects of these perceptions and experiences, all of these groups specifically listed an imminent likelihood of having to relocate in order to remain financially afloat. These experiential accounts of doing business in the City of Fresno mimic the feedback we received from people who felt they were intentionally being alienated from participatory decision-making opportunities. In some instances, disenfranchisement went hand-in-hand with antiquated contracting practices.

BLUEPRINT FOR DISPLACEMENT AVOIDANCE

The Key Objectives

To arrive at a set of anti-displacement policy recommendations for the City of Fresno, we've identified potential solutions that would directly meet the needs of people who fit into one or more of the Risk Focus Areas. That's not to say that these recommendations don't or won't benefit people who don't identify as having any of the listed experiences. Our strategy, however, is rooted in meeting the most immediate and disproportionate needs first. We recognize that portions of some of these policies already exist in some form or iteration. To that end, the Thrivance Group is recommending this set of policies within the context of those existing partial policies because we truly believe they need to be combined in order to be effective. The intention guiding the key objective of these proposed recommendations is to reduce harm first and then to achieve systemic change in the near- and long-term. To be consistent with anti-displacement initiatives across the country, we've used terms that align with the categories most often used by anti-displacement advocates.

WHAT WE MEAN WHEN WE SAY HARM REDUCTION

The key elements of a harm-reduction strategy for policies rooted in displacement intervention include:

- The policy, on its own or in combination with another policy, **addresses a specific element of harm** identified through research and stakeholder perspectives
- The policy or the implementation plan strives to **identify a specific and intentional**

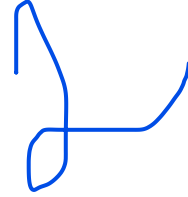
HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

recipient of issue-specific, direct intervention

- The eligibility/qualifying factor **does not pose an additional burden** or barrier that would contribute to new or additional displacement
- The policy and the people who implement the policy **intend to create a permanent redress** for the impacts of past harmful planning practices



POLICY CATEGORIES

1. Community Ownership

Community ownership policies give residents an opportunity to establish their own sense of home and promotes self-determination, collective decision-making, pooling resources, and taking actionable steps to ensure long-term access to wealth, quality of life and connectivity to one another. A case study of several municipalities with similar geographic typologies revealed neighborhoods that have community ownership programs and policies are more protected against the risks and burdens that typically come with renewal and transformation. It's a practice many elders favor because it allows people who've been advocating for (and in some cases fighting for) the preservation of their neighborhoods a chance to invest in their own community in an assets-focused way. Some people refer to community ownership as a bottom-up strategy, however we consider it a decentralized leadership model.

The policy recommendations listed in this section will promote mutual ownership and mutual accountability while also elevating culturally relevant objectives, resource pooling, and collective decision-making.

PRIORITY RECOMMENDATIONS

A. Recommendation: City of Fresno "Here to Stay" Community Land Trust

The City of Fresno should incorporate a "Here to Stay" Community Land Trust fiscal contribution on an annual basis, in perpetuity. Community land trusts (CLTs) create affordable housing that remains affordable over an extended period of time. The City's investment in this mechanism should codify the ownership of the land being restricted to a body of community-based organizations (CBOs) while also mandating the long term affordability of the units built on that land through deed covenants. The City should take an inventory of city-owned properties, abandoned parcels, and chronically vacant dwellings and begin the process of granting that land (and applicable structures) to the Here to Stay CLT. Consideration of income for the purposes of preserving "affordable housing" for those who need it most should include a revised formula for calculating affordability and also calculating (on a case by case basis) the burden associated with subjective notions of cost of living. Recommended enhancements:

- Proof of legacy, first right, and right-to return could be incorporated to make this intervention an atonement-oriented policy
- Rent to mortgage programs for people with credit challenges
- Co-operative staffing model for all labor associated with the upkeep, maintenance, acquisition and sale of the property
- Affixed to co-operative owned retail
- Fair chance housing tenant policies
- Cultural zones and village formats
- Customizable units for residents with disabilities

HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

- Pathway to ownership equity-earning RSVP program for young adults positioned to apply after completing high school or college
- Customizable rental and ownership agreements to accommodate kinship networks, chosen family arrangements, and documentation challenges

Applicable Risk Focus Areas

- Aging Adults
- People with Disabilities
- Young Adults
- Veterans and People Returning Home from Institutionalization
- Farmworkers and People with Documentation Challenges
- Third Generation Black Households
- Southeast Asian Residents
- Community Advocates

B. Recommendation: Fresno Civic Engagement Fulfillment Center

A model for community and civic engagement implementation should be designed to resource community-based organizations (CBOs) and resident leaders over extended periods of time to establish and maintain deep, long-term relationships at the community level. A dedicated Civic Engagement Fulfillment Center will serve as an immediate intervention for apathy, distrust, a lack of transparency. A Civic Engagement Fulfillment Center will allow CBOs and resident leaders to establish eligibility for participating in the fulfillment pool by verifying their existing level of investment, programming priorities, and values toward inclusive community development practices.

CBOs and resident leaders would be certified as on-demand engagement and public education facilitators and activated through a dispatching system that they could opt into based on their availability. Additionally, a citywide civic engagement direct cost fund should be made available to those supporting the public comment and collective decision-making processes that are necessary and often required for renewal and development projects. Many existing CBOs in Fresno do the critical work to fill the gaps and to provide meaningful mutual aid support, direct services, and educational programs. Their existing relationships with community members provide an authentic point of access for sharing important information and receiving valuable feedback. The infusion of resources from a Civic Engagement Fulfillment Center would help CBOs add to their own financial stability while helping create efficiencies for City agencies.

Applicable Risk Focus Areas

- Aging Adults
- Young Adults
- Veterans and People Returning Home from Institutionalization
- Farmworkers and People with Documentation Challenges
- Community Advocates

C. Recommendation: Expanded Anti-Displacement Task Force Oversight

The expanded role of the Anti-Displacement Task Force in Fresno should include shifting the focus and purview of the group into an oversight and implementation capacity. The Anti-Displacement Task Force should be tasked with carrying out the strategy development and evaluation of anti-displacement programs and policies and evaluating the efficacy, compliance, and progress of the agencies responsible for all aspects of implementation. This task force should be reconfigured to merge oversight bodies conducting duplicative work and should also encapsulate these expanded functions:

- Enhance staffing of the Task Force with multi-disciplinary representation to include at least one accountable staff person from relevant City Departments such as Planning and Development, Public Works, Department of Public Utilities, and Economic Development
- Include resident leaders with representation from the Fresno neighborhoods being directly impacted by displacement burden
- Take a more active and direct role in creating opportunities for and boosting civic engagement regarding displacement avoidance
- Submit general budget recommendations
- Transfer former Anti-Displacement Task Force functions to a Community Planning Board (CPB) that reviews local projects and negotiates the trade-offs associated with proposed projects
- Focus on giving community members more control over land and development in their neighborhoods
- Lead the oversight of a coordinated anti-displacement resource pooling system
- Provide compensation for members in resident leader seats

Reformatting the Displacement Avoidance Task Force and merging its functions with all other anti-displacement efforts and duplicative bodies will help resolve apathy, ambiguity, and eroded trust in civic engagement. Additionally, shifting the focus of this body to implementation will assist the city with building an equity-centered business case and will add a layer of accountability and transparency. Lastly, with careful consideration for expanding representation of impacted communities, the Expanded Displacement Avoidance Task Force will have the ability to vet the feasibility of interventions with people who have direct, first-hand lived experience.

Applicable Risk Focus Areas

- Aging Adults
- People with Disabilities
- Young Adults
- Veterans and People Returning Home from Institutionalization
- Farmworkers and People with Documentation Challenges
- Third Generation Black Households
- Southeast Asian Residents
- Community Advocates

D. Recommendation: Increase Local Hire and Living Wage Minimum on Local Contracts

The City of Fresno should establish a policy that mandates a 51% minimum of hours spent on renewal, development, and transportation planning projects that cost more than \$100,000 will go directly to City of Fresno residents. Contractors, as well as City agencies, which fail to meet this threshold, would pay fees into one of several existing funding sources that directly benefit anti-displacement objectives in the City of Fresno. Determination of acceptable good faith efforts would be made by an oversight body such as the Anti-Displacement Task Force or a community planning board. Where a lack of available skilled workers can be proven, the contractor or consultant leveraging this as a justification for failing to meet the minimum threshold would pay a fee that would be distributed into a workforce development program or an affordable housing trust fund. These requirements would apply to construction projects, as well as to all procurement and consulting contracts valued over \$100,000. Minimum wage rates for employees or sub-consultants associated with projects that fit into this mandate should go beyond existing state and local minimums and should instead be proportionate to the value of the contract and anticipated revenue.

Applicable Risk Focus Areas

- Young Adults
- Veterans and People Returning Home from Institutionalization
- Farmworkers and People with Documentation Challenges

E. ADDITIONAL RECOMMENDATIONS

- **Land Banks** - To manage abandoned, vacant, and tax delinquent property without inviting out of town developers into vulnerable communities, the City should establish a land bank to return properties to uses deemed productive by the residents that live closest to the property through a participatory planning process. CBOs should have a low barrier to entry accessing those spaces to either purchase or borrow them.
- **Civil Service Reclassification** - The City should establish a pathway to staffing community-centered land use and planning practices. Many of the job classifications for staff development projects include academic and background requirements that fail to ensure cultural relevance and institutional history are being considered during critical planning processes. In some cities, City Planners have lived experience in lieu of academic backgrounds or have worked in other areas like social services, community organizing, arts, and psychology. Fresno should consider their desired outcomes and develop a workforce that can help achieve those goals.
- **Commercial Affordability Fund** - Fresno should designate funds for low-cost financing for small businesses and small-scale property owners.
- **Anchor Institution Protections** - We recommend instituting a special zoning category to protect anchor institutions not currently recognized by the City as qualifying for special designations. Sacred gathering spaces, markets, art centers, museums, activity centers, and even some retail should be granted a renewable designation to ensure new development doesn't erode communities' cultural assets.

2. Accountability and Transparency

Accountability and Transparency policies improve the way the City interacts with developers and regulates transparency in how they share their development practices with potentially impacted residents. An equitable environment for development and bid processes requires policies that address all phases of development. Typically, under new community transparency regulations, developers may have to disclose the processes they plan to use to build a new development. This could include talking about the market profile, perceived challenges in the permitting process, or disclosing if a project would involve land seizure or eminent domain before the project received official approval. Transparency between developers and the community is important. When all parties can be honest about their wants and needs, it allows for everyone to cooperate in good faith, therefore benefiting everyone impacted. The policy recommendations in this section encourage transparency that allows governments and community members to meaningfully collaborate in the development process while ensuring that new development meets the standard set by the community.

PRIORITY RECOMMENDATIONS

A. Recommendation: Mandatory Impact Area Notification System

Currently, when there isn't a policy requiring notification, Fresno Planning Directors have the option to decide whether or not residents need to be given notification of a project or plan. A clear threshold for notifying residents should be established and all projects that meet the criteria should use a Mandatory Impact Area Notification System. The City should establish a centralized development notification system which would notify all residents located in what has been designated the area most likely to be impacted by the project. The notification system should include various digital mechanisms such as robocalls, mass texting, and email blasting. The City should also have an appropriate budget set aside for sending at least three series of mailers to all residents located on the face of the project area. Those mailers should be sent out to notify residents of 1) the beginning of the project, 2) opportunities to provide feedback about the proposed project and 3) details about evaluation once a project has been implemented or constructed.

In addition to a digital notification system, the City should establish a central and accessible location for receiving other formats of public comments and feedback about development in the area. This could be a kiosk, a phone booth, or even a mobile civic engagement cart—allowing residents to access civic engagement opportunities in adaptable ways that work for them. Lastly, the City should consider implementing long-term permanent contracts with civic organizations, direct service providers, grocery stores and other quality of life entities that regularly have access to the communities that live in impacted areas. By activating human points of contact to distribute time-sensitive information about changes coming to the community, the City can ensure information is being shared in a culturally relevant and linguistically equitable way.

Developers and contractors doing business with the City should be required to use this notification system to share complete and comprehensive details about the scope of their work, planned

construction windows, and the known potential impacts of the project. A standard of completeness of information should be set to ensure developers and contractors are working in the interest of transparency.

Applicable Risk Focus Areas

- Aging Adults
- People with Disabilities
- Third Generation Black Households
- Southeast Asian Residents
- Community Advocates

B. Recommendation: Mandatory Inclusion of Displacement Analysis in all CEQA Analyses

The California Environmental Protection Act (CEQA) is a state policy that requires local agencies to follow a specific process for notifying the public of any potential impacts to the environment that would result from a project. What CEQA does not include is clear thresholds regarding the number of people displaced by a project or the likelihood of gentrification and cultural erasure. Although CEQA currently asks project managers to list the estimated number of people who would likely be displaced by the project, there is no guidance or parameters set for consideration of compounding circumstances such as, 1) where displacement has happened multiple times in one project area, 2) the extent to which a project would no longer be beneficial to anyone such as, excessive amounts of displacement, or 3) remedies for displacement beyond relocation payment processes.

The City should standardize a reporting process and format for thoroughly documenting, mitigating, preventing, and notifying residents about the likelihood of displacement, the extent of potential displacement, and the impact that displacement will have on the project area. Some advocates referred to this as a Displacement Impact Report. In these reports, the assessment of the overall feasibility of a project takes into consideration existing rent burden, the likelihood of attracting speculation, and subjective definitions of affordability. These reports also give the developer and the City an opportunity to make Community Benefits Agreements (CBAs) to remedy some of the impacts. These reports also include assessing and mitigating impacts on existing local and small businesses, as well as including barriers to the development of future small businesses. The standard elements of a Displacement Impact Report should be decided by members of a local Anti-Displacement Task Force or Community Planning Board. Additionally, a protocol for determining, implementing, and tracking Community Benefits Agreements (CBAs) should be established and implemented in tandem with Displacement Impact Reports. Penalties for failure to honor CBAs should result in revenue from non-compliance fines being directed to a resource pool for CBOs in the project area.

Applicable Risk Focus Areas

- Aging Adults
- Third Generation Black Households
- Southeast Asian Residents

C. Recommendation: “OpenFresno” - Full Access to Data and Plans through a GeoHub Platform

An open source GeoHub digital platform would assist the City of Fresno with resolving concerns about transparency, as well as with the inaccessibility of plans, project details, maps, and data. By deploying a digital GeoHub, the City of Fresno would be providing up to date and consistent data and reports to contractors, staff and residents. This is a tool that would evolve civic engagement processes and would bolster constructive dialogue about potential changes and policies coming to the City of Fresno.

In places like Los Angeles, where the local government has already established a GeoHub, “city staff, businesses, app developers, nonprofit organizations, and the public have access to the city’s location-based data through an online portal.” Using a location-as-a-service (LaaS) platform, the GeoHub gives residents access to real-time data directly from the City.

Applicable Risk Focus Areas

- People with Disabilities
- Community Advocates

D. Recommendation: 2030 Development, Evaluation, and Technical Assistance Department

The City of Fresno is on the verge of being one of the most responsive cities to climate change, as well as to displacement and homelessness crisis. Staffing this growth is a critical path opportunity for the City of Fresno. The establishment of a temporary Development, Evaluation, and Technical Assistance Department would ensure new projects, policies, and innovative concepts (both public and private) have the logistical and technical support necessary for sustainability and long-term success. This department should be established by the year 2022 and should be active until 2030 to carry forward operational management components that involve departments whose work impacts the core objectives of City leaders.

This department would help establish a project and policy implementation prioritization pipeline, lead all work associated with competing for funding and grants, and help troubleshoot during implementation and public engagement phases. The staff in this department should represent an interdisciplinary set of perspectives and professional backgrounds, while also being representative of the communities that are most likely to be impacted by their work. Simply put, the City of Fresno could use support making the business case for equitable development in the region and this department would be able to provide technical assistance that leads to increased funding, an evolved media presence, and improved perceptions and trust at the community level.

- Aging Adults
- People with Disabilities
- Young Adults
- Veterans and People Returning Home from Institutionalization
- Farmworkers and People with Documentation Challenges
- Third Generation Black Households
- Southeast Asian Residents

- Community Advocates

E. ADDITIONAL RECOMMENDATIONS

- **Unofficial Eviction Tracking Program** - Currently eviction tracking in Fresno relies on official data collected by the eviction courts. Fresno appears to have a large number of evictions take place unofficially, outside of the court system. An eviction reporting portal should be made available to residents, service providers, and advocates to begin accurately tracking the rate of evictions in Fresno. Being able to track unofficial evictions will help City officials understand the magnitude of the issue and it will help advocates and service providers advocate for the right amount and types of resources.
- **Tenant Experience Portal** - A digital database of tenant complaints listed against landlords to help with transparency and selection of rental properties for impacted tenants
- **Meeting Access Portal** - The City of Fresno should consider using the same link or landing page for all official meetings. The page should also include all agendas, meeting minutes, and important info and the translated materials should be shown on the same page and in an equitable way

3. Socially Responsible Development Practices

Social responsibility is a framework for ethical practices whereby companies govern the decisions they make according to an intentional desire to work in the interest of the greater good and to benefit a specific community or society. Social responsibility policies establish a sense of civic duty that goes beyond profit. Socially Responsible Development Policies are city- or county-based stipulations that developers agree to follow to support community goals. This could mean creating or maintaining affordable housing or local destinations such as parks, investing in new infrastructure, or other commitments. The policy recommendations in this section have the potential to transform the ways developers interact with residents in the City of Fresno. These policies provide a clear pathway to sustainable and responsible development practices without compromising the spirit of innovation and growth. The primary objective of these policies is to maintain, honor, and increase the sense of dignity and quality of life communities feel, even as their neighborhoods are changing.

PRIORITY RECOMMENDATIONS

A. Recommendation: Special Business Certifications and Inclusive Procurement and RFP Processes

The City of Fresno should establish its own special business designations like: minority owned businesses, queer owned businesses, women-owned businesses, and second-chance businesses. These certification programs would ensure opportunities to do business with the City of Fresno are more equitable and reach the entrepreneurs who typically are not able to compete for City contracts. In addition to this, the City of Fresno should consider a third-party independent entity to redesign and manage all City procurement processes for the next five years to ensure equitable systems can be established, new protocol could be drafted, and pre-existing tensions between local agencies and residents don't conflict with a just and competitive process.

As we invite new small businesses into this competitive environment, it is also important to provide access to the necessary technical assistance to help bidders learn to package a competitive proposal and how to navigate the process altogether. The certification process for special business designations should be made available for virtual applications and should be simple and straightforward to encourage the greatest number of people to register. Private sector individuals and businesses interested in projects in Fresno could receive incentives and or penalties with regard to creating opportunities for businesses with the special designation in Fresno.

Applicable Risk Focus Areas

- Aging Adults
- People with Disabilities
- Young Adults
- Veterans and People Returning Home from Institutionalization
- Farmworkers and People with Documentation Challenges
- Third Generation Black Households
- Southeast Asian Residents

- Community Advocates

B. Recommendation: Language Justice Clearinghouse

Language access is required by local, state, and federal law. The City of Fresno should establish a Language Justice Clearinghouse whereby Fresno-based independent contractors can be dispatched to support the various language access needs that emerge during civic engagement and public notification processes. Fresno should create and maintain a bench of interpreters that not only speak languages that Fresno residents speak, but also understand and can interpret common technical and industry-related terms. This should include a pool of American Sign Language interpreters and African American Sign Language interpreters as well.

Those selected to be included in the reachable bench of interpreters and translators should complete a mandatory training that covers the scope of contracts of projects, programs, and policies that they would most likely be asked to support with their services. Once the bench has been established, the City should create a Clearinghouse that uses an automated dispatch system to notify interpreters and translators when there is a request for their services. Once the translator or interpreter accepts and completes the task, the Clearinghouse should automatically generate payment directly to the service provider using pre-submitted electronics payment and W-9 information.

Automating language justice in the City of Fresno would dramatically increase access to important community meetings and processes. This policy will also infuse economic development into the civic engagement process—especially if the Language Justice Clearinghouse opens access for private sector requests. Consultants, developers, contractors, and other City Partners should agree to use this service exclusively, upon being awarded a contract to do business with the City. The project-specific cost of Language Justice Clearinghouse work orders would be estimated during cost proposal and budget negotiation phases of each project and a percentage of each contract should be automatically remitted to the Clearinghouse as a form of retainer for use during the duration of work with the City.

This would remove the red tape and confusion that often emerges when a consultant needs to access translation and interpretation services on short notice and without a pre-negotiated term of payment. In order for a Language Justice Clearinghouse to work, a pre-assessment of language access needs must be conducted. This assessment should be repeated every two to three years to ensure the pool of contractors match the cultural and linguistic character of Fresno communities and neighborhoods.

Applicable Risk Focus Areas

- Aging Adults
- People with Disabilities
- Farmworkers and People with Documentation Challenges
- Southeast Asian Residents
- Community Advocates

C. Recommendation: Fresno-Specific Universal Design Standards

According to the National Disability Authority, “An environment (or any building, product, or service in that environment) should be designed to meet the needs of all people who wish to use it. This is not a special requirement, for the benefit of only a minority of the population. It is a fundamental condition of good design. If an environment is accessible, usable, convenient and a pleasure to use, everyone benefits.” The 7 Principles of Universal Design are:

- Equitable Use
- Flexibility in Use
- Simple and Intuitive Use
- Perceptible Information
- Tolerance for Error
- Low Physical Effort
- Size and Space for Approach and Use

The City of Fresno should establish a Universal Design Standards incentive and compliance system for all City contracts. Universal Design goes beyond minimum requirements for accessibility set forth by state and federal agencies, to include design that takes into consideration diverse notions of accessibility as well as socially just notions of bodily autonomy and freedom of movement. The City should publish Fresno-specific guidelines for Universal Design as guidance for contractors working on projects within the City boundaries. That guidance should provide design and build specifications that meet the unique needs of Fresno residents within the context of the environmental character that exists in each neighborhood. The process for establishing those Universal Design Standards should be participatory and include folks who are differently abled and most impacted by poor/inequitable design practices.

Applicable Risk Focus Areas

- Aging Adults
- People with Disabilities
- Young Adults
- Veterans and People Returning Home from Institutionalization
- Farmworkers and People with Documentation Challenges
- Third Generation Black Households
- Southeast Asian Residents
- Community Advocates

D. Recommendation: One-to-One Affordable Unit Replacement Action Plan

As the City of Fresno moves forward with revitalization efforts, it's important to ensure we are adequately and efficiently replacing any loss of housing stock that was once deemed affordable or could have been deemed affordable in the immediate future. When a city has a one-to-one policy, the removal of public housing as well as private development should only be permitted when there is a plan in-place to erect new units that are affordable to people with extremely low incomes or those who are experiencing extreme rent burden within the context of the cost-of-living and availability of resources in their community. The City should establish an action plan

that reviews prior commitments made by the City to develop affordable units, establish a success metric, and put forth a plan of actionable and measurable steps to meet and exceed the demand for affordable housing within the City. If a one-to-one policy is established, parameters regarding length of time between applications for development and occupancy by low-income residents should be put in place, extending the one-to-one protection back five years from the date of application. Studies have shown that when these types of policies are not in place, landlords are more inclined to evict existing residents prior to going after development related permits and incentives so that they are not subject to replacement requirements at all.

Lastly, the City should consider codifying design exception provisions as well as scattered site permits/agreements to better manage the effects of design-based ghettoizing in communities that routinely receive lower-quality resources and building materials when it comes to housing development.

Applicable Risk Focus Areas

- Aging Adults
- People with Disabilities
- Southeast Asian Residents

E. Recommendation: Joint Development Priority Permitting Program

A Joint Development Priority permitting program would allow the City to prioritize projects that are taking a “complete communities” or “complete street” approach to the conceptual aspects of their work. Developers who have a demonstrated interest in developing in ways that align with City objectives and in ways that support the priorities of public servicing agencies (like the Housing Authority) should be given priority permitting privileges. Joint development could include combining housing with access to a grocery cooperative, a cultural zone, a clinic, or other quality of life destinations. Fresno has already implemented a joint development project, the Transformative Climate Communities ([linked](#)). If we expand our understanding of joint development to move beyond centering transit in our design, we can arrive at truly integrative concepts that help resolve some of the socio-economic barriers in communities experiencing the greatest degree of displacement burden.

This approach would mean the City and private developers have an opportunity to mutually benefit from sharing skills as well as sharing costs on development projects. When we make the business case for affordable housing, parks, bus shelters, street vendors, etc., it's important to make that case within the context of the broader ecosystem of development in a community. Imagine a commercial retail development preemptively taking into consideration the likelihood that Fresno residents need space for street vending, cultural art centers, civic engagement pop-ups, and other more fluid uses of space. By including these possibilities in development through a partnership directly with a City agency, we can make better use of vacant lots and surplus property, while improving intra-community connectivity and cohesion.

Applicable Risk Focus Areas

- Aging Adults

- People with Disabilities
- Young Adults
- Veterans and People Returning Home from Institutionalization
- Farmworkers and People with Documentation Challenges
- Third Generation Black Households
- Southeast Asian Residents
- Community Advocates

F. Recommendation: Hostile Architecture Eradication Ordinance

In order to adequately address the prevalence of hostile architecture in Fresno, the City should establish an ordinance that prohibits maintenance and new development activities from building without meeting predetermined thresholds of inclusivity through design. Exclusive design elements that already exist throughout the City of Fresno include limited or non-existent trash receptacles, downsized or reduced seating options, spikes and sharp ends affixed to flat surfaces unhoused residents would otherwise sit, ambiguous access signage, and other intentional actions to prohibit access to a space. Lastly, Crime Prevention Through Environmental Design requirements should be explicitly removed from all City guidelines and project descriptions.

Applicable Risk Focus Areas

- Aging Adults
- People with Disabilities
- Veterans and People Returning Home from Institutionalization

G. ADDITIONAL RECOMMENDATIONS

- **Public Health Impact Reports** - In Southwest Fresno and other areas prone to displacement burden, new development should only happen with a deep understanding of existing public health disparities and the potential of those conditions worsening as a result of development. Public health agencies should be resourced to support this analysis. The findings of these reports should be available publicly and be included in permit approval processes and other key decision-making milestones.

4. Transportation and Connectivity

Transportation planning has been known to contribute to the rising cost of living and property values in areas where new transportation development is underway. Something to also consider is the impact of a community not being connected or accessible to other communities. While we believe transportation investments and mobility-related development should happen in slow increments, this section of policy recommendations encourage building equity into movement, mobility, and transportation in Southwest Fresno and other areas experiencing displacement.

A. Recommendation: Cargo/Freight Prohibition and Revenue Tax

Many residents who participated in our engagement activities, expressed concern about climate change and environmental justice and listed that as a potential reason for their departure from the City. The influx of development and goods movement happening through the Central Valley, and specifically through Fresno, will mean that Black and Brown communities, such as Southwest Fresno, will continue to bear the brunt of environmental impacts and its associated health hazards. In order to mitigate this risk, we recommend implementing a prohibition of transit storage/maintenance facilities and cargo/freight movement through communities with high concentrations of low-income residents. We recognize this would be a major shift in how freight movement currently happens in the region, but feel strongly that one of the largest considerations for families moving away from the City of Fresno is the impact that freight has had on their health. Lastly, the City of Fresno should consider establishing a freight revenue tax that would directly fund community-based programs and projects in the neighborhoods most negatively impacted by years of environmental toxicity caused by freight.

Applicable Risk Focus Areas

- Aging Adults
- People with Disabilities
- Young Adults
- Veterans and People Returning Home from Institutionalization
- Farmworkers and People with Documentation Challenges
- Third Generation Black Households
- Southeast Asian Residents
- Community Advocates

B. Recommendation: Public Works Prioritization and Mobility Justice

There hasn't been enough research to definitively show that Transportation related Investments directly lead to displacement and gentrification. However, we learned through our Social Climate Analysis that the areas that have experienced the most recent infusion of mobility-related investments were the same areas that displayed signs of rapid displacement. While we can't make the argument that the City should pause transportation-related development altogether, because low-income communities need these investments most, we *are* suggesting an enhanced version of the Department of Public Works' equity based prioritization system to include a more clear system that includes displacement burden analysis for determining which elements should be implemented first, along with a moratorium that provides ample time to establish that prioritization.

HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

The volatility that these kinds of projects create, in terms of intra-community dynamics and impacts on local cost of living, is such that it is important to take incremental steps toward transportation development. It is also the case that many times mobility projects are resourced while other quality-of-life and neighborhood infrastructure are not maintained for generations. For a period of time designated by a Community Planning Board, we suggest the implementation of a moratorium on rapidly built temporary transportation and land-use elements in communities that need roadway reconstruction, signal enhancements, accessible pedestrian infrastructure, drainage and floodplain planning/development, and the removal of toxic industry and public works infrastructure.

Because extensive reconstruction and repairs are so disruptive and have such long construction timelines, this intervention must be coupled with stipends and access to the economy in neighborhoods undergoing extensive repair and upgrades, to prevent the displacement of existing residents. To be clear, we believe access to mobility should be a greater priority in Fresno and that the only ethical approach to active transportation is one that uses a mobility-justice approach to improving vital infrastructure first, and enhancing overall quality of life along the way.

Applicable Risk Focus Areas

- Aging Adults
- Third Generation Black Households
- Southeast Asian Residents

C. ADDITIONAL RECOMMENDATIONS

- **Mobility Conditions Transportation Prioritization System** - As the City of Fresno expands its active transportation networks, we also need to address the basic maintenance and repair that needs to be done in Southwest Fresno and other communities experiencing displacement. Generational disinvestment in these areas has created an environment that is incredibly difficult to navigate by walking, biking, and sometimes even by car. A mobility infrastructure and public works maintenance program should be prioritized to quickly resolve the undignified climate we currently expect residents to navigate.

5. Regulations and Protections

This section of policy recommendations includes policies that help regulate the environment that renters and home buyers navigate while seeking and keeping their homes. By removing the loopholes that have led to the amount of displacement we are currently experiencing and by adding protections for renters and homeowners, we believe we can achieve greater housing stability in the region. The recommended regulations and protections listed here focus heavily on resolving the impacts, decisions, processes, and policies that have impacted the City in the recent and distant past. These recommendations also attempt to address areas within development and planning processes where marginalized people are most likely to be exploited or ignored.

A. Recommendation: Residential Eminent Domain Moratorium

Eminent domain of residential properties is a source of stress and strain across the City of Fresno and especially in Southwest Fresno. The legacy of hostile land use practices in the City of Fresno has created pervasive anticipation and concern that long-term residents of Fresno are perpetually in danger of their homes being taken away through the use of eminent domain. This is a concern that came up for us several times during our own engagement efforts on the Transformative Climate Communities project. This recommendation proposes a five-year moratorium on the seizure of homes and other residential dwellings for the purposes of economic development. During this moratorium, we encourage the City to engage in deep research and professional development to identify viable alternatives to eminent domain and to also establish more transparency, justice-oriented remedies and forms of compensation for any instances that eminent domain must be used.

Applicable Risk Focus Areas

- Aging Adults
- People with Disabilities
- Third Generation Black Households
- Southeast Asian Residents
- Community Advocates

B. Recommendation: Fair Chance Housing

Housing discrimination comes in many forms. Through our Transformative Justice Sessions, we met several residents who shared their stories about the difficulties obtaining leases for apartments because of their prior criminal convictions or records. Refusing to house someone because of their criminal background is a form of discrimination. These residents are already being penalized by the criminal justice system and it is cruel and unusual to prevent them from having stable housing. This policy would prohibit housing discrimination in rentals, leases, subleases, or occupancy agreements in Fresno, on the basis of arrest or conviction record. Landlords and real estate brokers would be prohibited from doing background checks or inquiring about arrest or conviction record information at any stage in the application process.

Fair Chance housing policies have been enacted in several cities across the United States and early data shows these programs have contributed to reductions in houselessness. While there

are some exceptions these cities make to this particular rule, generally speaking, Fair Chance Housing policies require a landlord or potential landlord to determine eligibility for housing first and separate from the knowledge of a person's criminal background. These policies exist because statistics show landlords are more likely to be lenient toward white applicants with criminal backgrounds than Black or Brown applicants. Another reason policies like this are helpful is that private screening programs frequently make errors on background reports or conflate or combine the identities of multiple people. There is no current system of regulation or quality control to prevent someone from being wrongfully refused housing as a result of an erroneous background check. Lastly, a court has already determined that a landlord cannot be held liable for failure to check the background of a tenant.

Applicable Risk Focus Areas

- Young Adults
- Veterans and People Returning Home from Institutionalization
- Farmworkers and People with Documentation Challenges

C. Recommendation: Tax Increment Financing for Anti-Displacement Automatic Set-Aside

We recommend that the City of Fresno establish a budget for the cost of all of the recommended anti-displacement policies in this report and then incorporate Tax Increment Financing to generate some of the funds needed to implement them. Tax Increment Financing (TIF) is a method local governments can use to apply future tax revenue to the cost of current development and infrastructure projects. The anticipated revenue and value associated with the increase of property values and market rate rents spurred by development could be directly set aside to fund affordable housing, anti-displacement policies, and benefits for people who are at risk of being displaced. A benefit of TIF is that it supports mixed income neighborhoods.

Several residents who participated in our Resident Leader interviews expressed concerns about labeling an entire community “affordable” and the development of new affordable housing units using cheaper materials and antiquated designs that will not age well. TIF funds would apply directly to the redeveloping neighborhoods and would allow the development of low and moderate income housing that matches (to a certain degree) the housing typologies, quality of design and general aesthetics of each particular neighborhood. TIF also prevents the reduction of housing stock that typically happens when developers are mandated to build a minimum number of affordable units. With TIF, the City can fund as many affordable units as they need and developers will compete in an environment that is biased towards action to address anti-displacement and affordable housing needs.

Applicable Risk Focus Areas

- Aging Adults
- People with Disabilities
- Young Adults
- Veterans and People Returning Home from Institutionalization
- Farmworkers and People with Documentation Challenges
- Third Generation Black Households

- Southeast Asian Residents
- Community Advocates

D. Recommendation: Rent Stabilization, Conversion Restrictions, and “Affordable in Perpetuity” Designations

To achieve long term housing stability in the region, we are recommending the City of Fresno establish a policy that will establish citywide rent control and also extend the affordability of units that are being built under affordability terms that expire in the future. In addition to this, we recommend an independent third-party tracking system be developed to notify City officials of shortages or risks of affordability expiration. Although Fresno already has limitations in place for condominium conversions, Fresno residents still need a system that provides notification of conversions, along with prioritization of existing residents to purchase the unit. Additionally, the City should explore supporting the establishment of Community Opportunity to Purchase Act programs (COPA) that would require advance notice and a right of first offer on the sale of multifamily residential properties to nonprofits, tenant organizations & public agencies to help keep properties affordable in perpetuity.

Combined with perpetuity designations, rent control or rent stabilization is a powerful mechanism for preventing displacement. A Rent Stabilization Ordinance in Fresno would limit the allowable annual rent increases for apartments and other rental housing. While a similar policy currently exists for mobile homes in Fresno, there is no such policy for other types of rental units. Under this policy, a landlord would still be allowed to set the initial rent, but they would be subject to an annual limit in terms of increasing the rent. In order for rent stabilization policies to work, they need to be coupled with additional restrictions on “no-cause” evictions or abusive use of the option to remove units from the rental market.

Applicable Risk Focus Areas

- Aging Adults
- People with Disabilities
- Young Adults
- Veterans and People Returning Home from Institutionalization
- Farmworkers and People with Documentation Challenges
- Third Generation Black Households
- Southeast Asian Residents
- Community Advocates

E. Recommendation: “Here to Stay” Affordability Index

There are several existing tools or methods for determining a standard notion of affordability. Affordability indexes usually measure the median family income in the area compared to the median cost of living. These calculations are used to determine eligibility for either home buying or leasing. Direct service providers, housing programs, and assistance providers rely on affordability indexes to make decisions about who can receive much-needed support. The City of Fresno should establish a “Here to Stay Affordability Index” which takes into account other

contributing factors to displacement burden. Households that technically earn above the median income are also subject to displacement risks that are unique to Fresno and skew the validity of standard affordability. The Anti-Displacement Task Force should determine an adjusted affordability index to ensure the people who need access to affordable housing can access it.

Applicable Risk Focus Areas

- Young Adults
- Third Generation Black Households
- Southeast Asian Residents

F. Recommendation: Department of Anti-Displacement and Homelessness Intervention

Several cities have committed to being intentional about anti-displacement by establishing a dedicated department to resolve displacement burden and eradicate homelessness. We recommend the City of Fresno establish a department to carry out the recommendations in this report in addition to managing the research, funding, and evaluation processes associated with the recommendations. In cities with similar departments, innovative solutions and targeted interventions are easier to deploy.

The format of the department we are suggesting would work with other public agencies and city partners to create an effective coordinated entry program, prevent homelessness before it occurs, provide guidance to housing and planning agencies to assist with transitions into permanent housing, identify funding sources for anti-displacement initiatives, and establish and track benchmarks for meeting the City's anti-displacement objectives. The Anti-Displacement Task Force and other bodies mentioned in other policy suggestion sections would be managed or facilitated by this department.

Applicable Risk Focus Areas

- Aging Adults
- People with Disabilities
- Young Adults
- Veterans and People Returning Home from Institutionalization
- Farmworkers and People with Documentation Challenges
- Third Generation Black Households
- Southeast Asian Residents
- Community Advocates

G. ADDITIONAL RECOMMENDATIONS

- **Environmental Justice and Climate Resiliency Planning** - Fresno is already experiencing some of the most extreme summer conditions in the state of California. As we continue to see a rise in wildfires across the state, it's important to preemptively plan for climate change emergencies that will happen in the City of Fresno. We know that the people and places who have historically been under-resourced will experience the worst impacts of these climate change events. The City of Fresno should immediately begin

working on an Environmental Justice Emergency Management plan to make sure Fresno residents are protected in the event of natural disaster in extreme weather.

6. Direct Services and Alternatives to Eviction

The recommendations in this section will include protections that are meant to give tenants support and guidance when legal action should be avoided. In many instances, during our engagement, we encountered unique circumstances that required direct support. When asked if they knew how to access support, 78% of residents and 65% of City staff were unable to describe the process for receiving help. The policy recommendations in this section promote solutions or approaches that focus on meeting individual needs. Service-based approaches address urgent, quality-of-life issues for people and their families, such as access to services that provide housing, healthcare, food, and family care. Examples include wrap-around services, alternatives to eviction, legal mechanisms/protections.

A. Recommendation: “Here to Stay” Homeowner and Renter Assistance Programs

Renters Assistance and Homeowners Assistance are a necessity for any anti-displacement strategy. While renters assistance does not provide a long-term solution to displacement burden, it gives residents and landlords more time to assess options and interventions. Similarly, homeowners assistance allows homeowners an opportunity to recover quickly from unexpected expenses. Renters Assistance and Homeowners Assistance programs would also decrease the bottleneck that already exists for people trying to access other housing-related interventions.

A “Here to Stay” Homeowner Assistance Program would assist owners with renovations and energy upgrades and first-time homebuyers with down payment and closing costs, of a suggested amount up to \$15,000. To be eligible, recipients would need to complete a homeowner education program, earn at or below 80% of the Area Median Income, and apply the funds directly to the purchase or improvement of a home in the City of Fresno. An added incentive should be provided to residents seeking to purchase a home within their current zip code. The loan would be forgiven after seven years of occupancy in the purchased or improved home.

In addition to establishing a City fund for Renters Assistance and Homeowners, we recommend implementing a housing equity system that tracks landlords and census blocks where excessive amounts of people have to seek aid. A department dedicated to anti-displacement initiatives would then investigate the conditions that lead to certain areas or landlords being attributed to higher demand rates assistance.

Using the revenue generated from several of the other recommendations, the City of Fresno should establish a fund to assist people with maintaining rent or becoming and remaining homeowners. Through our Resident Leader Interviews, we found people were most likely to move away from Fresno to purchase a home for the first time or because of the cost to maintain a home. When asked to provide a reason, residents stated the current minimum wage and the types of jobs available in the region make it difficult to save up for a downpayment or home improvement costs. Residents felt homeownership would be more attainable or sustainable in a region where the job market was more conducive to saving up for a downpayment or renovations.

Applicable Risk Focus Areas

- Aging Adults
- People with Disabilities
- Young Adults
- Veterans and People Returning Home from Institutionalization
- Southeast Asian Residents

B. Recommendation: Eviction Right-to-Counsel

One of the most commonly requested forms of direct support during our on-the-ground engagement was a Right-to-Counsel during eviction processes. For Fresno residents, having legal representation would work as a deterrent to landlords taking advantage of tenants' inability to navigate the court system independently and would also likely lead to a reduction of evictions in the City of Fresno. Aging adults, people who don't speak English as a primary language, and people with disabilities would benefit the most from this policy because the barriers they face make it exponentially more difficult to navigate the court system without assistance. More analysis should be done to determine the appropriate parameters for the program. We are recommending an immediate pilot program as a first step toward creating a long term Right-to-Counsel program. In addition to protecting tenants, a Right-to-Counsel program reduces demand on other direct services. The implementation of Eviction Right-to-Counsel programs have resulted in:

- Reduced occupancy at shelters
- Faster financial recovery for the tenant
- Improved health outcomes for low-income families
- Decreased demand for law enforcement-related intervention

Applicable Risk Focus Areas

- Aging Adults
- People with Disabilities
- Young Adults
- Veterans and People Returning Home from Institutionalization
- Farmworkers and People with Documentation Challenges
- Third Generation Black Households
- Southeast Asian Residents
- Community Advocates

C. Recommendation: "Here to Stay" Rental Deposit Program

Several residents shared stories about the difficulty they've experienced paying the deposit for new renter agreements. In addition to this, residents discussed their concerns that landlords were withholding the refund of those deposits for unfounded reasons. We heard similar stories about expensive renter applications, and mandatory good faith deposits being held despite the applicant not moving into the unit. We propose the City of Fresno establish an alternative rental deposit system that would allow renters to submit their deposit directly to the City, which would be placed into a high interest yielding account.

Through this alternative deposit program, landlords would be able to draw from the balance of a renter's alternative deposit, upon provision of a valid reason. When the resident moves out of the rental unit, the landlord can submit a ledger of reasonable repair costs to bill against the balance. The remaining amounts in the account can be transferred to a deposit on a new rental or can be withdrawn by the resident and applied toward the purchase of a home. If the resident opts to purchase a new home within the City of Fresno, the City should match the balance of the alternative deposit.

Applicable Risk Focus Areas

- Young Adults
- Veterans and People Returning Home from Institutionalization
- Farmworkers and People with Documentation Challenges

D. Recommendation: Rental Registration Program

Rental Registration Programs are an important tenant protection. Renters in Fresno expressed concerns that landlords were purposely allowing the habitability of units to decline until they reach a point where mandatory renovations were required, thereby resulting in the eviction of the tenant. Once the tenant is removed and the unit is renovated, the landlord would place the unit back on the market at a higher market rate than the amount paid by the previous tenant. Rental Registration Programs protect tenants by preventing the long term degradation of the habitability of a unit.

Rental registration programs require rental properties to register with the City by submitting a simple form identifying key details about the property and emergency contact procedures. Landlords pay a small fee to register annually (\$10 per unit is typical). The City then inspects each property—typically once every three to five years, checking for major code violations and life threatening conditions. The registration allows the City to inspect properties on a rotating basis without going through an administrative process to determine the necessity of the inspection. The registration also creates access to a portal that can be used by tenants as a way for renters to flag the property as needing inspection from the City if they notice violations.

The City established a program in 2018²⁸ that achieves some of these aims. We are recommending it be expanded.

Applicable Risk Focus Areas

- Aging Adults
- People with Disabilities
- Veterans and People Returning Home from Institutionalization
- Farmworkers and People with Documentation Challenges
- Third Generation Black Households

²⁸ <https://www.fresno.gov/codeenforcement/rental-housing/>

E. ADDITIONAL RECOMMENDATIONS

- **Displacement Burden Access Designation** - The City of Fresno should establish a region-specific definition for displacement burden and all social and direct services being provided within the City should be required to add this designation as an alternative eligibility screening classification.
- **Expanded Project Roomkey** - An evaluation of the existing Project Roomkey rollout should be led by a housing justice organization and recommendations should be made regarding the capacity to establish a long term version of the program.
- **Incentivized Eviction Mediation** - An eviction diversion program should be established and led by a coalition of community based organizations. This program would require new leases to expressly include this alternative to eviction as a remedy for things like nonpayment of rent. Landlords would be incentivized to opt in.
- **Rapid Rehousing Dispatch** - The City should establish a *division* dedicated to responding to housing-related emergencies. Under certain circumstances, this team should be able to make a decision to act quickly to either keep someone in their home or to re-house them. This division should be allocated a budget they could use to house people who would otherwise be ineligible for the existing systems and services.

Note: "Rapid Rehousing" is a common term used to refer to a critical component of most communities' homeless service delivery systems. The City of Fresno is already committed to Rapid Rehousing as a component of oFresno's homeless services response system, combining funds from multiple State, Federal and other sources to support community-wide homeless response. Every plan includes rapid rehousing as well as staff in various service sites (such as triage centers) having access to rapid rehousing resources for clients. Fresno also makes direct grants to homeless service agencies for rapid rehousing.

7. Dignified Housing and Legacy Considerations

The policy recommendations in this section seek to affirm the humanity of many different types of people and the environments they live in. Many of the families and aging adults we met while conducting the research for these recommendations expressed a desire to be more visible in the policies and development plans that directly impact them. Specifically, they felt intentionally left out of civic engagement processes, the result of which was renewal projects that hadn't taken their identities and cultural needs into consideration.

A. Recommendation: Public Service Lease Incentive

Fresno is home to many community organizers, social service providers, volunteers, advocates and civil service employees. One way to ensure housing stability for them would be to establish an alternative lease format which extends the length of time on a lease for community-serving residents to two-to three-years. With longer lease terms, residents are able to lock in their rent rates and prevent some of the destabilizing dynamics that often arise with having to renew a lease on an annual basis. We're proposing the City encourage and provide tax abatement for landlords that participate in the implementation of public service lease extensions in communities currently undergoing redevelopment.

Applicable Risk Focus Areas

- Young Adults
- Farmworkers and People with Documentation Challenges
- Community Advocates

B. Recommendation: Independent Youth Housing Coordination

Fresno's young adults rank very high in our assessment of who was experiencing the greatest degree of rent burden. **In our study, young people between the ages of 16 and 24 were more likely to have recent exposure to intimate partner violence, homelessness, or some form of traumatic experience.** Establishing a citywide independent youth housing authorization would provide young adults in Fresno with the added support they need, including access to housing.

Social services departments and other providers should be encouraged by the City of Fresno to advocate for young adults who've experienced hardships that led to displacement risk or homelessness. In addition to this, landlords should accept written designations from public serving agencies as a supplement to a rental application, especially (not only) when the young person can verify they can independently:

- Maintain employment or sufficient income for rent
- Pay for and navigate their own transportation needs
- Register for and attend school
- Maintain a bank account
- Maintain healthy relationships with friends and/or family

Applicable Risk Focus Areas

- Young Adults

C. Recommendation: Right To Return Home

Right to Return Home policies provide opportunities for displaced tenants and homeowners (or the descendants of displaced residents) to move back to the communities that they were forced to leave due to gentrification and displacement. The most common form of this policy is an affordable housing preference policy, where a city will set certain parameters detailing who has priority choice for affordable housing. Right to Return is an opportunity for the City of Fresno to acknowledge the legacy of forced labor, racism, redlining, and restrictive covenants. Anti-displacement work is not simply about keeping people in their homes; it's also about atoning for the impacts that are ongoing. This can apply to commercial spaces, multi-family homes, or single-family homes. We propose Fresno adopt a Right-to-Return policy for the Southwest Fresno community. This recommendation is being made because we feel it is among the strongest protections the City can offer residents during the rapid emergence of development in the area.

Applicable Risk Focus Areas

- Third Generation Black Households

D. ADDITIONAL RECOMMENDATIONS

- **Tenant Buyout Regulation** - The City of Fresno should implement both a moratorium and more equitable parameter for tenant buyouts. When a landlord seeks to have a tenant move out in exchange for money, that offer should be reviewed by a rent board to determine the primary motive and appropriate amount to offer. Landlords should also be required to provide written copies of rental history and verification to the tenant. The tenant should be given a minimum of 45 days to move following the signing of buyout agreement.
- **Automatic Anti-Displacement Zone** - A 10-year zoning layer should be added to the neighborhoods surrounding new luxury developments and other forms of development known to rapidly increase housing costs. This area should be designated an Automatic Anti-Displacement Zone and parameters should be put in place to ensure that zone does not experience concentrated and excessive amounts of potentially harmful development.
- **Dignified Tiny House Villages and Scattered Site Housing** - The City agencies responsible for public housing should develop a work plan for incorporating alternative development practices in order to meet the demand for housing in the regions. These work plans should include the incorporation of tiny house villages to support rapid housing efforts, spreading affordable housing units across a region as opposed to opting for a concentrated low-income housing format, and fast-tracking accessory dwelling unit permit processes.
- **Moratorium on Encampment Sweeps** - The City of Fresno should review the guidance

set forth in recent encampment sweep litigation in other regions. A 30-day working group should establish a viable set of objectives and alternatives to encampment sweeps. We are recommending an indefinite moratorium on encampment sweeps.

- **Kinship Housing Permissions** - We are recommending the City of Fresno review all housing related policies within its jurisdiction to remove antiquated rules regarding the ineligibility to receive housing-related services where a family member, friend, or significant other share dwelling space with the recipient of resources. Those policies were enacted during a time when racism guided the thinking and motivations behind these policies. Elders should be able to live with their working adult children who are providing them necessary support without the fear of being removed from or ineligible for their benefits programs. Similarly, the cost of living now makes it virtually impossible for someone to secure dignified housing while also qualifying for public assistance. The presence of a working roommate or partner should not trigger ineligibility.
- **Informed Livability** - Existing policies regarding habitability have been used more often as a device by landlords looking to force tenants out of their homes than to provide habitability protections for tenants. During our research, tenants expressed a desire to either rent or own structures to live in with non-standard design, materials, and conditions. We recommend creating permitting and inspection processes where case-by-case approval can happen for non-standard dignified living alternatives.

PRIORITIZATION

We believe every recommendation addresses a critical and unique aspect of displacement. Many of the policies we've recommended need to be implemented simultaneously in order to achieve the intended benefit. In addition to that, some policies will be more effective than others in terms of providing immediate benefit to residents. We've organized our recommendations into a proposed sequence that we believe gets us to our anti-displacement objectives in an incremental, yet scalable way.

The policies that are adopted by residents and elected officials should undergo an additional analysis to ensure the City has the appropriate resources to establish and carry forward and implementation strategy that addresses:

- Accountable Implementation - Who's Job Is This?
- Sustainable Implementation - How Will We Resource This?
- Evaluation Implementation - How Will We Track And Ensure Success?
- Community-based Implementation - How Can Community Members Own And Facilitate This Process?

DECISION-MAKING FORMULA

To determine our recommended sequence, we considered four equity-oriented priorities and ranked each policy recommendation in each category. The policies that ranked highest across categories were prioritized.

Who is Most at Risk?

The greatest priority for us in our prioritization process was to meet the immediate needs of those who are currently most at risk of displacement. Based on our Social Climate Analysis and Resident Interviews, we identified eight populations (Risk Focus Areas) who are experiencing the most displacement burden at this time:

- Aging Adults
- People with Disabilities
- Young Adults
- Veterans and People Returning Home from Institutionalization
- Farmworkers and People with Documentation Challenges
- Third Generation Black Households
- Southeast Asian Residents
- Community Advocates

The policy recommendations that were most likely to address the needs of multiple populations on our Risk Focus Area list ranked higher than those that weren't.

HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

RISK RANK	POLICY	SCORE
1	Eviction Right-to-Counsel	8
1	Department of Anti-Displacement and Homelessness Intervention	8
1	Tax Increment Financing for Anti-Displacement Automatic Set-Aside	8
1	Rent Stabilization, Conversion Restrictions, and "Affordable in Perpetuity" Designations	8
1	Cargo/Freight Prohibition and Revenue Tax	8
1	Joint Development Priority Permitting Program	8
1	Special Business Certifications and Inclusive Procurement and RFP Processes	8
1	Fresno-Specific Universal Design Standards	8
1	Expanded Anti-Displacement Taskforce Oversight	8
1	Civil Service Reclassification	8
1	2030 Development, Evaluation, and Technical Assistance Department	8
1	City of Fresno "Here to Stay" Community Land Trust	8
13	Displacement Burden Access Designation	7
14	Public Health Impact Reports	6
14	Environmental Justice and Climate Resiliency Planning	6
16	Fresno Civic Engagement Fulfillment Center	5
16	Land Banks	5
16	Language Justice Clearinghouse	5
16	Residential Eminent Domain Moratorium	5
16	"Here to Stay" Homeowner and Renter Assistance Programs	5
16	Rental Registration Program	5
16	Incentivised Eviction Mediation	5
16	Mandatory Impact Area Notification System	5
24	Moratorium on Encampment Sweeps	4
24	Dignified Tiny House Villages and Scattered Site Housing	4
24	Rapid Rehousing Dispatch	4

HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

24	Unofficial Eviction Tracking Program	4
28	Public Service Lease Incentive	3
28	Tenant Buyout Regulation	3
28	Increase Local Hire and Living Wage Minimum on Local Contracts	3
28	Commercial Affordability Fund	3
28	Anchor Institution Protections	3
28	One-to-One Affordable Unit Replacement Action Plan	3
28	Public Works Prioritization and Mobility Justice	3
28	Mobility Conditions Transportation Prioritization System	3
28	Fair Chance Housing	3
28	"Here to Stay" Deposit Program	3
28	"Here to Stay" Affordability Index	3
28	Expanded Project Roomkey	3
28	Mandatory Inclusion of Displacement Analysis in all CEQA Analyses	3
41	"OpenFresno" - Full Access to Data and Plans through a GeoHub Platform	2
41	Kinship Housing Permissions	2
41	Informed Livability	2
41	Automatic Anti-Displacement Zone	2
45	Right To Return Home	1
45	Independent Youth Housing Coordination	1

How soon can we take action?

We then took the list of policies and assessed the type of logistical, administrative and political steps that would need to be taken in order to implement the recommendations. The policies that were most likely to have feasible near-term implementation ranked higher than the others.

ACTION RANK	POLICY
1	Moratorium on Encampment Sweeps

HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

2	Fair Chance Housing
3	Tenant Buyout Regulation
4	Expanded Anti-Displacement Taskforce Oversight
5	Informed Livability
6	Rental Registration Program
7	Residential Eminent Domain Moratorium
8	Anchor Institution Protections
9	“Here to Stay” Affordability Index
10	Mandatory Impact Area Notification System
11	Public Health Impact Reports
12	“Here to Stay” Deposit Program
13	Dignified Tiny House Villages and Scattered Site Housing
14	Increase Local Hire and Living Wage Minimum on Local Contracts
15	Kinship Housing Permissions
16	Independent Youth Housing Coordination
17	Special Business Certifications and Inclusive Procurement and RFP Processes
18	Mandatory Inclusion of Displacement Analysis in all CEQA Analyses
19	Unofficial Eviction Tracking Program
20	Language Justice Clearinghouse
21	Fresno Civic Engagement Fulfillment Center
22	Fresno-Specific Universal Design Standards
23	Environmental Justice and Climate Resiliency Planning
24	One-to-One Affordable Unit Replacement Action Plan
25	Displacement Burden Access Designation
26	Civil Service Reclassification
27	Rent Stabilization, Conversion Restrictions, and “Affordable in Perpetuity” Designations
28	Joint Development Priority Permitting Program
29	Incentivised Eviction Mediation

HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

30	Public Service Lease Incentive
31	Eviction Right-to-Counsel
32	Right To Return Home
33	Automatic Anti-Displacement Zone
34	“Here to Stay” Homeowner and Renter Assistance Programs
35	Public Works Prioritization and Mobility Justice
36	“OpenFresno” - Full Access to Data and Plans through a GeoHub Platform
37	Land Banks
38	City of Fresno “Here to Stay” Community Land Trust
39	Mobility Conditions Transportation Prioritization System
40	Expanded Project Roomkey
41	Commercial Affordability Fund
42	Department of Anti-Displacement and Homelessness Intervention
43	2030 Development, Evaluation, and Technical Assistance Department
44	Rapid Rehousing Dispatch
45	Tax Increment Financing for Anti-Displacement Automatic Set-Aside
46	Cargo/Freight Prohibition and Revenue Tax

Will the policies fix more than one systemic issue?

The third layer of prioritization was an assessment of whether or not the recommendation could meet objectives beyond anti-displacement. An example of added functions would be a policy that is recommended as a displacement avoidance measure but could also potentially improve economic vitality in a community. For this ranking, we ranked policies that could be expressed as direct and intentional acts of atonement higher than the other possible functions of the policies.

SYSTEM RANK	POLICY
1	Right to Return
2	Fair Chance Housing
3	Residential Eminent Domain Moratorium
4	Fresno-Specific Universal Design Standards

HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

5	Environmental Justice and Climate Resiliency Planning
6	Moratorium on Encampment Sweeps
7	Eviction Right-to-Counsel
8	Language Justice Clearinghouse
9	Public Works Prioritization and Mobility Justice
10	Public Health Impact Reports
11	Mandatory Inclusion of Displacement Analysis in all CEQA Analyses
12	Increase Local Hire and Living Wage Minimum on Local Contracts
13	Displacement Burden Access Designation
14	Department of Anti-Displacement and Homelessness Intervention
15	Anchor Institution Protections
16	Fresno Civic Engagement Fulfillment Center
17	Informed Livability
18	Independent Youth Housing Coordination
19	Kinship Housing Permissions
20	City of Fresno “Here to Stay” Community Land Trust
21	Land Banks
22	Joint Development Priority Permitting Program
23	Civil Service Reclassification
24	“Here to Stay” Affordability Index
25	Tenant Buyout Regulation
26	Cargo/Freight Prohibition and Revenue Tax
27	Public Service Lease Incentive
28	Special Business Certifications and Inclusive Procurement and RFP Processes
29	“Here to Stay” Deposit Program
30	Dignified Tiny House Villages and Scattered Site Housing
31	Expanded Project Roomkey
32	Expanded Anti-Displacement Taskforce Oversight

HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

33	2030 Development, Evaluation, and Technical Assistance Department
34	"OpenFresno" - Full Access to Data and Plans through a GeoHub Platform
35	Incentivised Eviction Mediation
36	"Here to Stay" Homeowner and Renter Assistance Programs
37	Rent Stabilization, Conversion Restrictions, and "Affordable in Perpetuity" Designations
38	Automatic Anti-Displacement Zone
39	One-to-One Affordable Unit Replacement Action Plan
40	Tax Increment Financing for Anti-Displacement Automatic Set-Aside
41	Rental Registration Program
42	Unofficial Eviction Tracking Program
43	Rapid Rehousing Dispatch
44	Mandatory Impact Area Notification System
45	Mobility Conditions Transportation Prioritization System
46	Commercial Affordability Fund

How much funding potential does each policy have?

The fourth layer of prioritization was an assessment of what it would take to build a strong argument for the policy if we needed to seek funding for its implementation. Recommendations that had strong alignment with existing programs or had known potential funding streams ranked higher than others.

FUNDING RANK	POLICY
1	Expanded Anti-Displacement Taskforce Oversight
2	Moratorium on Encampment Sweeps
3	Rent Stabilization, Conversion Restrictions, and "Affordable in Perpetuity" Designations
4	Fair Chance Housing
5	Tenant Buyout Regulation
6	Kinship Housing Permissions
7	Informed Livability

HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

8	Displacement Burden Access Designation
9	Rental Registration Program
10	“OpenFresno” - Full Access to Data and Plans through a GeoHub Platform
11	Increase Local Hire and Living Wage Minimum on Local Contracts
12	Civil Service Reclassification
13	Public Health Impact Reports
14	“Here to Stay” Affordability Index
15	Anchor Institution Protections
16	Mandatory Inclusion of Displacement Analysis in all CEQA Analyses
17	Fresno-Specific Universal Design Standards
18	Residential Eminent Domain Moratorium
19	Eviction Right-to-Counsel
20	Right to Return
21	Mandatory Impact Area Notification System
22	One-to-One Affordable Unit Replacement Action Plan
23	Mobility Conditions Transportation Prioritization System
24	Special Business Certifications and Inclusive Procurement and RFP Processes
25	Joint Development Priority Permitting Program
26	Independent Youth Housing Coordination
27	Public Works Prioritization and Mobility Justice
28	Environmental Justice and Climate Resiliency Planning
29	Unofficial Eviction Tracking Program
30	“Here to Stay” Homeowner and Renter Assistance Programs
31	Fresno Civic Engagement Fulfillment Center
32	Language Justice Clearinghouse
33	Public Service Lease Incentive
34	Incentivised Eviction Mediation
35	“Here to Stay” Deposit Program

HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

36	Commercial Affordability Fund
37	Dignified Tiny House Villages and Scattered Site Housing
38	Expanded Project Roomkey
39	Automatic Anti-Displacement Zone
40	Tax Increment Financing for Anti-Displacement Automatic Set-Aside
41	Cargo/Freight Prohibition and Revenue Tax
42	Land Banks
43	City of Fresno “Here to Stay” Community Land Trust
44	Department of Anti-Displacement and Homelessness Intervention
45	2030 Development, Evaluation, and Technical Assistance Department
46	Rapid Rehousing Dispatch

FINAL RANKED LIST

For the last process of prioritization, we added up the numerical value of each policy’s rank on each list. The policies with the lowest score were ranked higher than the ones with higher combined totals. This ranking became our final recommended prioritization.

COMBINED RANK	POLICY	SCORE
1	Moratorium on Encampment Sweeps	33
2	Fair Chance Housing	36
3	Expanded Anti-Displacement Taskforce Oversight	38
4	Fresno-Specific Universal Design Standards	44
4	Residential Eminent Domain Moratorium	44
6	Public Health Impact Reports	48
7	Eviction Right-to-Counsel	58
8	Displacement Burden Access Designation	59
9	Tenant Buyout Regulation	61
10	Civil Service Reclassification	62

HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

11	Increase Local Hire and Living Wage Minimum on Local Contracts	65
12	Anchor Institution Protections	66
13	Rent Stabilization, Conversion Restrictions, and “Affordable in Perpetuity” Designations	68
14	Informed Livability	70
14	Special Business Certifications and Inclusive Procurement and RFP Processes	70
14	Environmental Justice and Climate Resiliency Planning	70
17	Rental Registration Program	72
18	Mandatory Inclusion of Displacement Analysis in all CEQA Analyses	73
19	“Here to Stay” Affordability Index	75
20	Joint Development Priority Permitting Program	76
20	Language Justice Clearinghouse	76
22	Kinship Housing Permissions	81
23	Fresno Civic Engagement Fulfillment Center	84
24	Public Service Lease Incentive	90
25	Mandatory Impact Area Notification System	91
26	Right To Return Home	98
27	Public Works Prioritization and Mobility Justice	99
28	Department of Anti-Displacement and Homelessness Intervention	101
29	City of Fresno “Here to Stay” Community Land Trust	102
30	“Here to Stay” Deposit Program	104
30	Dignified Tiny House Villages and Scattered Site Housing	104
32	Independent Youth Housing Coordination	105
33	One-to-One Affordable Unit Replacement Action Plan	113
34	Incentivised Eviction Mediation	114
34	Cargo/Freight Prohibition and Revenue Tax	114
34	Unofficial Eviction Tracking Program	114
37	“Here to Stay” Homeowner and Renter Assistance Programs	116

HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

37	Land Banks	116
39	"OpenFresno" - Full Access to Data and Plans through a GeoHub Platform	121
40	2030 Development, Evaluation, and Technical Assistance Department	122
41	Tax Increment Financing for Anti-Displacement Automatic Set-Aside	126
42	Mobility Conditions Transportation Prioritization System	135
43	Expanded Project Roomkey	137
44	Automatic Anti-Displacement Zone	151
44	Commercial Affordability Fund	151
46	Rapid Rehousing Dispatch	157

Transformative Climate Communities Requirement

To satisfy the requirements of the Transformative Climate Communities (TCC) grant that funded our research, we were required to identify three policies the City of Fresno would pursue to meet the specific objectives of the City's displacement avoidance plan. We selected the highest ranking policies that satisfy these the TCC funding guidelines:

Funding Requirement	Recommended Policy
The production of affordable housing	City of Fresno "Here to Stay" Community Land Trust
The preservation of affordable housing	Rent Stabilization, Conversion Restrictions, and "Affordable in Perpetuity" Designations
Tenant protections and support	Fair Chance Housing

Intervention and Harm Reduction Package

The following policies reduce harm and provide the most immediate relief, listed in ranking order:

1. Moratorium on Encampment Sweeps
2. Fresno-Specific Universal Design Standards
3. Residential Eminent Domain Moratorium
4. Public Health Impact Reports
5. Eviction Right-to-Counsel
6. Displacement Burden Access Designation

HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

7. Tenant Buyout Regulation
8. Mandatory Inclusion of Displacement Analysis in all CEQA Analyses
9. “Here to Stay” Affordability Index
10. Mandatory Impact Area Notification System
11. Right To Return Home
12. Public Works Prioritization and Mobility Justice
13. “Here to Stay” Deposit Program
14. Dignified Tiny House Villages and Scattered Site Housing
15. Independent Youth Housing Coordination
16. Incentivised Eviction Mediation
17. “Here to Stay” Homeowner and Renter Assistance Programs
18. Expanded Project Roomkey
19. Automatic Anti-Displacement Zone
20. Commercial Affordability Fund
21. Rapid Rehousing Dispatch

Sustainable Benefit Package

The following policies provide sustainable capacity for ongoing displacement avoidance, in ranking order:

1. Expanded Anti-Displacement Taskforce Oversight
2. Civil Service Reclassification
3. Special Business Certifications and Inclusive Procurement and RFP Processes
4. Environmental Justice and Climate Resiliency Planning
5. Rental Registration Program
6. Joint Development Priority Permitting Program
7. Language Justice Clearinghouse
8. Fresno Civic Engagement Fulfillment Center
9. Public Service Lease Incentive

HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

10. Department of Anti-Displacement and Homelessness Intervention
11. One-to-One Affordable Unit Replacement Action Plan
12. Cargo/Freight Prohibition and Revenue Tax
13. Unofficial Eviction Tracking Program
14. Land Banks
15. "OpenFresno" - Full Access to Data and Plans through a GeoHub Platform
16. 2030 Development, Evaluation, and Technical Assistance Department
17. Tax Increment Financing for Anti-Displacement Automatic Set-Aside
18. Mobility Conditions Transportation Prioritization System

Dignity-Infused Package

The following policies establish a long-term practice of dignified civic engagement and housing in Fresno, in ranking order:

1. Increase Local Hire and Living Wage Minimum on Local Contracts
2. Anchor Institution Protections
3. Informed Livability
4. Kinship Housing Permissions

REFERENCES AND TOOLS

LIST OF RECOMMENDATIONS IN ALPHABETICAL ORDER

2030 Development, Evaluation, and Technical Assistance Department	Joint Development Priority Permitting Program
Anchor Institution Protections	Kinship Housing Permissions
Automatic Anti-Displacement Zone	Land Banks
Cargo/Freight Prohibition and Revenue Tax	Language Justice Clearinghouse
City of Fresno “Here to Stay” Community Land Trust	Mandatory Impact Area Notification System
Civil Service Reclassification	Mandatory Inclusion of Displacement Analysis in all CEQA Analyses
Commercial Affordability Fund	Mobility Conditions Transportation Prioritization System
Department of Anti-Displacement and Homelessness Intervention	Moratorium on Encampment Sweeps
Dignified Tiny House Villages and Scattered Site Housing	One-to-One Affordable Unit Replacement Action Plan
Displacement Burden Access Designation	“OpenFresno” - Full Access to Data and Plans through a GeoHub Platform
Environmental Justice and Climate Resiliency Planning	Public Health Impact Reports
Eviction Right-to-Counsel	Public Service Lease Incentive
Expanded Anti-Displacement Taskforce Oversight	Public Works Prioritization and Mobility Justice
Expanded Project Roomkey	Rapid Rehousing Dispatch
Fair Chance Housing	Rent Stabilization, Conversion Restrictions, and “Affordable in Perpetuity” Designations
Fresno Civic Engagement Fulfillment Center	Rental Registration Program
Fresno-Specific Universal Design Standards	Residential Eminent Domain Moratorium
“Here to Stay” Affordability Index	Right To Return Home
“Here to Stay” Deposit Program	Special Business Certifications and Inclusive Procurement and RFP Processes
“Here to Stay” Homeowner and Renter Assistance Programs	Tax Increment Financing for Anti-Displacement Automatic Set-Aside
Incentivised Eviction Mediation	Tenant Buyout Regulation
Increase Local Hire and Living Wage	Unofficial Eviction Tracking Program
Minimum on Local Contracts	
Independent Youth Housing Coordination	
Informed Livability	

LIST OF RECOMMENDATIONS BY INTERVENTION TYPE

Accountability and Transparency

1. 2030 Development, Evaluation, and Technical Assistance Department
2. Mandatory Impact Area Notification System
3. Mandatory Inclusion of Displacement Analysis in all CEQA Analyses
4. Meeting Access Portal
5. “OpenFresno” - Full Access to Data and Plans through a GeoHub Platform
6. Tenant Experience Portal
7. Unofficial Eviction Tracking Program

Community Ownership

1. Anchor Institution Protections
2. Civil Service Reclassification
3. Commercial Affordability Fund
4. Expanded Anti-Displacement Task Force Oversight
5. Fresno Civic Engagement Fulfillment Center
6. “Here to Stay” Community Land Trust
7. Increase Local Hire and Living Wage Minimum on Local Contracts
8. Land Banks

Dignified Housing and Legacy Considerations

1. Automatic Anti-Displacement Zone
2. Dignified Tiny House Villages and Scattered Site Housing
3. Independent Youth Housing Coordination
4. Informed Livability
5. Kinship Housing Permissions
6. Moratorium on Encampment Sweeps
7. Public Service Lease Incentive
8. Right To Return Home
9. Tenant Buyout Regulation

Direct Services and Alternatives to Eviction

1. Displacement Burden Access Designation
2. Eviction Right-to-Counsel
3. Expanded Project Roomkey
4. “Here to Stay” Homeowner and Renter Assistance Programs
5. “Here to Stay” Rental Deposit Program
6. Incentivised Eviction Mediation
7. Rapid Rehousing Dispatch

8. Rental Registration Program

Regulations and Protections

1. Department of Anti-Displacement and Homelessness Intervention
2. Environmental Justice and Climate Resiliency Planning
3. Fair Chance Housing
4. “Here to Stay” Affordability Index
5. Rent Stabilization, Conversion Restrictions, and “Affordable in Perpetuity” Designations
6. Residential Eminent Domain Moratorium
7. Tax Increment Financing for Anti-Displacement Automatic Set-Aside

Socially Responsible Development Practices

1. Fresno-Specific Universal Design Standards
2. Hostile Architecture Eradication Ordinance
3. Joint Development Priority Permitting Program
4. Language Justice Clearinghouse
5. One-to-One Affordable Unit Replacement Action Plan
6. Public Health Impact Reports
7. Special Business Certifications and Inclusive Procurement and RFP Processes

Transportation and Connectivity

1. Cargo/Freight Prohibition and Revenue Tax
2. Mobility Conditions Transportation Prioritization System
3. Public Works Prioritization and Mobility Justice

LIST RECOMMENDATIONS BY FOCUS AREA

Policies that Benefit Aging Adults

1. 2030 Development, Evaluation, and Technical Assistance Department
2. Automatic Anti-Displacement Zone
3. Cargo/Freight Prohibition and Revenue Tax
4. Civil Service Reclassification
5. Department of Anti-Displacement and Homelessness Intervention
6. Dignified Tiny House Villages and Scattered Site Housing
7. Displacement Burden Access Designation
8. Environmental Justice and Climate Resiliency Planning
9. Eviction Right-to-Counsel
10. Expanded Anti-Displacement Task Force Oversight
11. Fresno Civic Engagement Fulfillment Center
12. Fresno-Specific Universal Design Standards
13. “Here to Stay” Community Land Trust
14. “Here to Stay” Homeowner and Renter Assistance Programs
15. Hostile Architecture Eradication Ordinance
16. Incentivised Eviction Mediation
17. Informed Livability
18. Joint Development Priority Permitting Program
19. Kinship Housing Permissions
20. Land Banks
21. Language Justice Clearinghouse
22. Mandatory Impact Area Notification System
23. Mandatory Inclusion of Displacement Analysis in all CEQA Analyses
24. Mobility Conditions Transportation Prioritization System
25. Moratorium on Encampment Sweeps
26. One-to-One Affordable Unit Replacement Action Plan
27. Public Health Impact Reports
28. Public Works Prioritization and Mobility Justice
29. Rapid Rehousing Dispatch
30. Rent Stabilization, Conversion Restrictions, and “Affordable in Perpetuity” Designations
31. Rental Registration Program
32. Residential Eminent Domain Moratorium
33. Special Business Certifications and Inclusive Procurement and RFP Processes
34. Tax Increment Financing for Anti-Displacement Automatic Set-Aside
35. Tenant Buyout Regulation
36. Unofficial Eviction Tracking Program

Policies that Benefit People with Disabilities

1. 2030 Development, Evaluation, and Technical Assistance Department

HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

2. Cargo/Freight Prohibition and Revenue Tax
3. Civil Service Reclassification
4. Department of Anti-Displacement and Homelessness Intervention
5. Dignified Tiny House Villages and Scattered Site Housing
6. Displacement Burden Access Designation
7. Environmental Justice and Climate Resiliency Planning
8. Eviction Right-to-Counsel
9. Expanded Anti-Displacement Task Force Oversight
10. Fresno-Specific Universal Design Standards
11. “Here to Stay” Community Land Trust
12. “Here to Stay” Homeowner and Renter Assistance Programs
13. Hostile Architecture Eradication Ordinance
14. Incentivised Eviction Mediation
15. Joint Development Priority Permitting Program
16. Kinship Housing Permissions
17. Language Justice Clearinghouse
18. Mandatory Impact Area Notification System
19. Mobility Conditions Transportation Prioritization System
20. Moratorium on Encampment Sweeps
21. One-to-One Affordable Unit Replacement Action Plan
22. “OpenFresno” - Full Access to Data and Plans through a GeoHub Platform
23. Public Health Impact Reports
24. Rapid Rehousing Dispatch
25. Rent Stabilization, Conversion Restrictions, and “Affordable in Perpetuity” Designations
26. Rental Registration Program
27. Residential Eminent Domain Moratorium
28. Special Business Certifications and Inclusive Procurement and RFP Processes
29. Tax Increment Financing for Anti-Displacement Automatic Set-Aside
30. Unofficial Eviction Tracking Program

Policies that Benefit Young Adults

1. 2030 Development, Evaluation, and Technical Assistance Department
2. Cargo/Freight Prohibition and Revenue Tax
3. Civil Service Reclassification
4. Department of Anti-Displacement and Homelessness Intervention
5. Displacement Burden Access Designation
6. Eviction Right-to-Counsel
7. Expanded Anti-Displacement Task Force Oversight
8. Fair Chance Housing
9. Fresno Civic Engagement Fulfillment Center
10. Fresno-Specific Universal Design Standards
11. “Here to Stay” Affordability Index
12. “Here to Stay” Community Land Trust

HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

13. “Here to Stay” Homeowner and Renter Assistance Programs
14. “Here to Stay” Rental Deposit Program
15. Incentivised Eviction Mediation
16. Increase Local Hire and Living Wage Minimum on Local Contracts
17. Independent Youth Housing Coordination
18. Joint Development Priority Permitting Program
19. Land Banks
20. Public Service Lease Incentive
21. Rent Stabilization, Conversion Restrictions, and “Affordable in Perpetuity” Designations
22. Special Business Certifications and Inclusive Procurement and RFP Processes
23. Tax Increment Financing for Anti-Displacement Automatic Set-Aside

Policies that Benefit Veterans and People Returning Home from Institutionalization

1. 2030 Development, Evaluation, and Technical Assistance Department
2. Cargo/Freight Prohibition and Revenue Tax
3. Civil Service Reclassification
4. Department of Anti-Displacement and Homelessness Intervention
5. Dignified Tiny House Villages and Scattered Site Housing
6. Displacement Burden Access Designation
7. Environmental Justice and Climate Resiliency Planning
8. Expanded Anti-Displacement Task Force Oversight
9. Expanded Project Roomkey
10. Fair Chance Housing
11. Fresno Civic Engagement Fulfillment Center
12. Fresno-Specific Universal Design Standards
13. “Here to Stay” Community Land Trust
14. “Here to Stay” Homeowner and Renter Assistance Programs
15. “Here to Stay” Rental Deposit Program
16. Hostile Architecture Eradication Ordinance
17. Incentivised Eviction Mediation
18. Increase Local Hire and Living Wage Minimum on Local Contracts
19. Informed Livability
20. Joint Development Priority Permitting Program
21. Moratorium on Encampment Sweeps
22. Public Health Impact Reports
23. Rapid Rehousing Dispatch
24. Rent Stabilization, Conversion Restrictions, and “Affordable in Perpetuity” Designations
25. Rental Registration Program
26. Special Business Certifications and Inclusive Procurement and RFP Processes
27. Tax Increment Financing for Anti-Displacement Automatic Set-Aside
28. Unofficial Eviction Tracking Program

Policies that Benefit Farmworkers and People with Documentation Challenges

1. 2030 Development, Evaluation, and Technical Assistance Department
2. Anchor Institution Protections
3. Cargo/Freight Prohibition and Revenue Tax
4. Civil Service Reclassification
5. Department of Anti-Displacement and Homelessness Intervention
6. Dignified Tiny House Villages and Scattered Site Housing
7. Displacement Burden Access Designation
8. Environmental Justice and Climate Resiliency Planning
9. Eviction Right-to-Counsel
10. Expanded Anti-Displacement Task Force Oversight
11. Expanded Project Roomkey
12. Fair Chance Housing
13. Fresno Civic Engagement Fulfillment Center
14. Fresno-Specific Universal Design Standards
15. “Here to Stay” Community Land Trust
16. “Here to Stay” Rental Deposit Program
17. Incentivised Eviction Mediation
18. Increase Local Hire and Living Wage Minimum on Local Contracts
19. Joint Development Priority Permitting Program
20. Language Justice Clearinghouse
21. Moratorium on Encampment Sweeps
22. Public Service Lease Incentive
23. Rapid Rehousing Dispatch
24. Rent Stabilization, Conversion Restrictions, and “Affordable in Perpetuity” Designations
25. Rental Registration Program
26. Special Business Certifications and Inclusive Procurement and RFP Processes
27. Tax Increment Financing for Anti-Displacement Automatic Set-Aside
28. Unofficial Eviction Tracking Program

Policies that Benefit Third Generation Black Households

1. 2030 Development, Evaluation, and Technical Assistance Department
2. Anchor Institution Protections
3. Automatic Anti-Displacement Zone
4. Cargo/Freight Prohibition and Revenue Tax
5. Civil Service Reclassification
6. Commercial Affordability Fund
7. Department of Anti-Displacement and Homelessness Intervention
8. Displacement Burden Access Designation
9. Environmental Justice and Climate Resiliency Planning
10. Eviction Right-to-Counsel

HERE TO STAY: A POLICY-BASED BLUEPRINT FOR DISPLACEMENT AVOIDANCE IN FRESNO

A product of a Dignity-Infused Community Engagement policy design process

Submitted by Thrivance Group | March 3, 2021 [Public Report]

11. Expanded Anti-Displacement Task Force Oversight
12. Fresno-Specific Universal Design Standards
13. “Here to Stay” Affordability Index
14. “Here to Stay” Community Land Trust
15. Joint Development Priority Permitting Program
16. Land Banks
17. Mandatory Impact Area Notification System
18. Mandatory Inclusion of Displacement Analysis in all CEQA Analyses
19. Public Health Impact Reports
20. Public Works Prioritization and Mobility Justice
21. Rent Stabilization, Conversion Restrictions, and “Affordable in Perpetuity” Designations
22. Rental Registration Program
23. Residential Eminent Domain Moratorium
24. Right To Return Home
25. Special Business Certifications and Inclusive Procurement and RFP Processes
26. Tax Increment Financing for Anti-Displacement Automatic Set-Aside
27. Tenant Buyout Regulation

Policies that Benefit Southeast Asian Residents

1. 2030 Development, Evaluation, and Technical Assistance Department
2. Anchor Institution Protections
3. Cargo/Freight Prohibition and Revenue Tax
4. Civil Service Reclassification
5. Commercial Affordability Fund
6. Department of Anti-Displacement and Homelessness Intervention
7. Displacement Burden Access Designation
8. Environmental Justice and Climate Resiliency Planning
9. Eviction Right-to-Counsel
10. Expanded Anti-Displacement Task Force Oversight
11. Fresno-Specific Universal Design Standards
12. “Here to Stay” Affordability Index
13. “Here to Stay” Community Land Trust
14. “Here to Stay” Homeowner and Renter Assistance Programs
15. Joint Development Priority Permitting Program
16. Land Banks
17. Language Justice Clearinghouse
18. Mandatory Impact Area Notification System
19. Mandatory Inclusion of Displacement Analysis in all CEQA Analyses
20. One-to-One Affordable Unit Replacement Action Plan
21. Public Health Impact Reports
22. Public Works Prioritization and Mobility Justice
23. Rent Stabilization, Conversion Restrictions, and “Affordable in Perpetuity” Designations
24. Residential Eminent Domain Moratorium

25. Special Business Certifications and Inclusive Procurement and RFP Processes
26. Tax Increment Financing for Anti-Displacement Automatic Set-Aside
27. Tenant Buyout Regulation

Policies that Benefit Community Advocates

1. 2030 Development, Evaluation, and Technical Assistance Department
2. Cargo/Freight Prohibition and Revenue Tax
3. Civil Service Reclassification
4. Commercial Affordability Fund
5. Department of Anti-Displacement and Homelessness Intervention
6. Eviction Right-to-Counsel
7. Expanded Anti-Displacement Task Force Oversight
8. Expanded Project Roomkey
9. Fresno Civic Engagement Fulfillment Center
10. Fresno-Specific Universal Design Standards
11. "Here to Stay" Community Land Trust
12. Joint Development Priority Permitting Program
13. Land Banks
14. Language Justice Clearinghouse
15. Mandatory Impact Area Notification System
16. Mobility Conditions Transportation Prioritization System
17. "OpenFresno" - Full Access to Data and Plans through a GeoHub Platform
18. Public Health Impact Reports
19. Public Service Lease Incentive
20. Rent Stabilization, Conversion Restrictions, and "Affordable in Perpetuity" Designations
21. Residential Eminent Domain Moratorium
22. Special Business Certifications and Inclusive Procurement and RFP Processes
23. Tax Increment Financing for Anti-Displacement Automatic Set-Aside