



LINCOLN INSTITUTE
OF LAND POLICY

Planning for an Equitable Recovery with Limited Fiscal Resources

Innovations in Legacy Cities Webinar Series
October 15, 2020

Jessie Grogan, Associate Director of Reducing Poverty and Spatial Inequality



Legacy Cities Community of Practice

A year-long virtual fellowship providing four cities with:

- Peer learning
- Insights from expert faculty
- Resources and support to tackle an entrenched citywide policy issue with a place-based project

Accepting applications through October 30, 2020. Visit [legacycities.org](https://www.surveymonkey.com/r/copexpression) or submit your application at <https://www.surveymonkey.com/r/copexpression>

Forthcoming Resources and Opportunities

Webinar 2: Making
Necessary Budget Cuts
with an Eye Toward Equity
and Resilience
November 18th at 11 am

Policy Focus Report – Fall
2020

Equitably Developing America's Smaller Legacy Cities

Investing in Residents' Success from Gary to Lowell



ERICA BRAID PATRAS, ALISON GOEBEL, AND LINDSEY ELAM

POLICY FOCUS REPORT | LINCOLN INSTITUTE OF LAND POLICY | GREATER OHIO POLICY CENTER

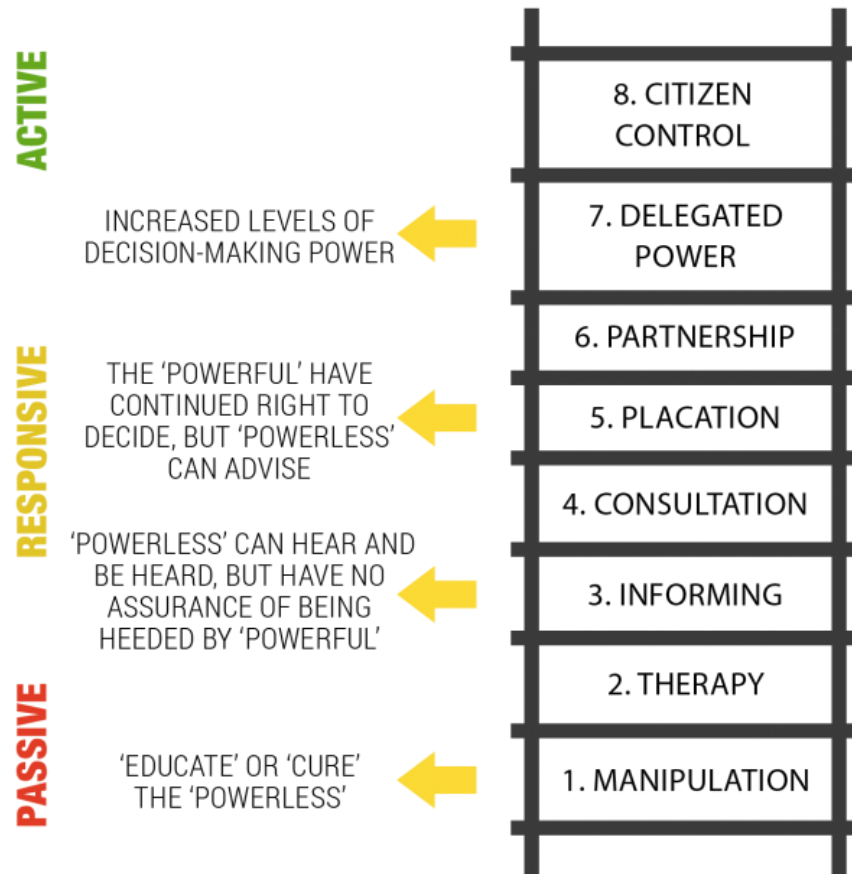
Planning Strategies for an Equitable Recovery*

***Without Breaking the Bank**

Strategy 1: Ensure existing and new funds are used to advance equity

1. Assess the equity impacts of existing capital expenditures, and adjust capital improvement plans to ensure these funds are spent equitably
2. Develop equity-focused criteria for recipients of funding and subsidies and hold them accountable
3. Distribute any state and federal recovery resources to neighborhoods and communities that have the most need

Strategy 2: Increase transparency and resident power in decision-making processes



Source: Arnstein's Ladder of Participation (1969) and In With Forward

Strategy 2: Increase transparency and resident power in decision-making processes

1. Increase resident access to information and public meetings
2. Design programs to educate residents on the function and history of planning
3. Build long-term relationships and trust with residents and a diverse group of community-based organizations
4. Increase resident representation on government boards, commissions, task forces, etc.
5. Where possible, place decision-making power with residents

Strategy 3: Prepare for the next phase of growth with proactive planning and policy changes

1. Reevaluate zoning codes applying a racial equity lens
2. Enact housing stabilization policies like “just cause” eviction protections
3. Form a land bank or community land trust in order to capitalize on vacant properties or preserve naturally-occurring affordable housing

Implementation: Tying it all together

These strategies require few financial resources but do depend on successful political buy-in.

Things to keep in mind as you develop your city's strategy:

- Identify and convene key stakeholders
- Develop compelling messaging
- Neutralize opposition
- Prepare data and justification



Emily Liu
Director of Planning and
Design Services
Louisville Metro
Louisville, KY



Stephanie M. Smith
Assistant Director for Equity,
Engagement and
Communications
Department of Planning
Baltimore, MD



City of Baltimore
Department of Planning

October 15, 2020

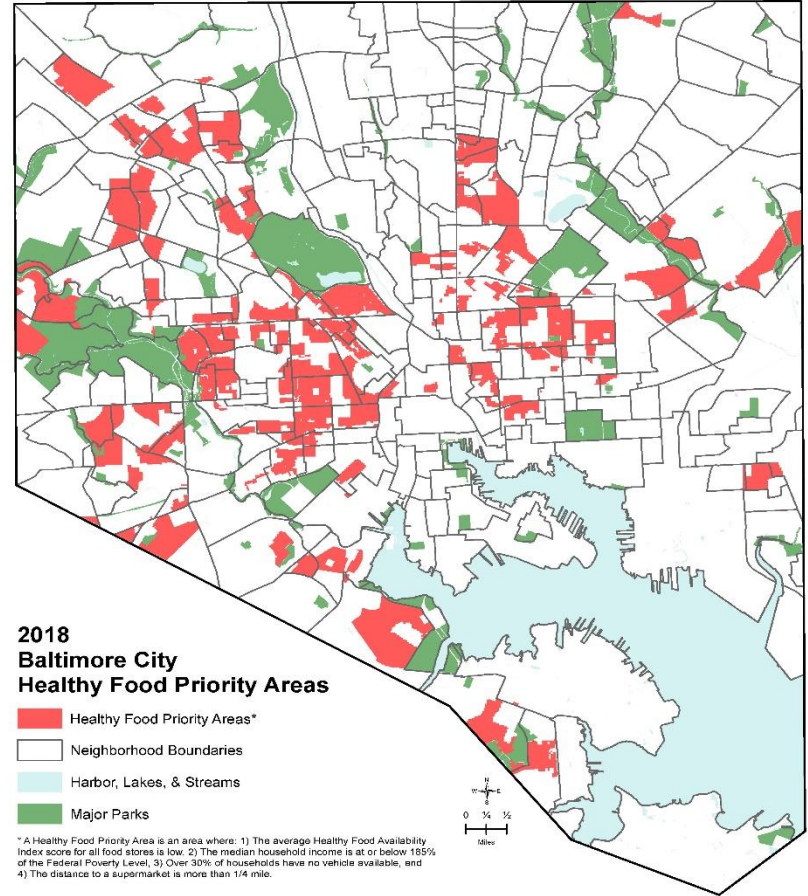
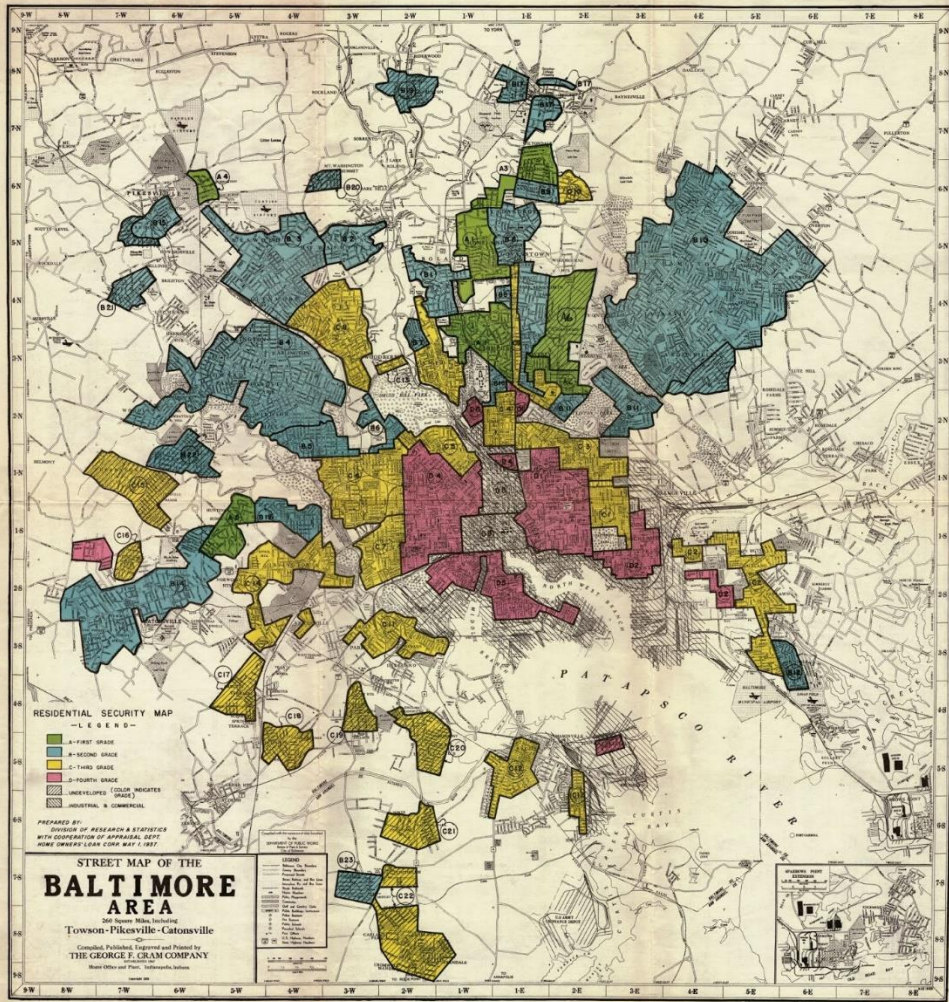
LEGACY CITIES AND EQUITY: *Baltimore's Promise*

Stephanie M. Smith
Assistant Director
Equity, Engagement and Communications
Baltimore Department of Planning

Discussion Points

- What are the roots of inequity in Baltimore?
- How are principles of sustainability driving more equitable urban policy/investment?
- How does COVID-19 impact existing inequities? Are there opportunities?
- Questions





BALTIMORE CITY HEALTH DEPARTMENT



Equity Statement

An equitable Baltimore addresses the needs and aspirations of its diverse population and meaningfully engages residents through inclusive and collaborative processes to expand access to power and resources.

URBAN SUSTAINABILITY DIRECTORS NETWORK (USDN) EQUITY LENS

- **STRUCTURAL-** What historic advantages or disadvantages have affected residents in the given community?
- **PROCEDURAL-**How are residents who have been historically excluded from planning processes being authentically included in the planning, implementation, and evaluation of the proposed policy or project?
- **DISTRIBUTIONAL-**Does the distribution of civic resources and investment explicitly account for potential racially disparate outcomes?
- **TRANSGENERATIONAL-**Does the policy or project result in unfair burdens on future generations?

Equity Action Plan

Baltimore Planning Department
5-Point Plan

- Increase connections with underserved communities
- Ensure agency staff reflect city demographics
- Develop equity assessment tool in compliance with new City Equity law
- Use equity lens to prioritize capital investments
- Continuously evaluate agency's internal practices/policies

CAPITAL IMPROVEMENT PROGRAM (CIP):

The capital budget is the budget for capital improvements in the City. A capital improvement is a long-term investment, typically in physical infrastructure, such as roads, monuments, public buildings, parks, or art.

- CIP Equity analysis
- Increasing resident input
- Increasing data transparency

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- CIP Equity analysis
- Increasing resident input
- Increasing data transparency

CIP EQUITY ANALYSIS FINDINGS BY RACE

Based on the 3-year average per capita CIP allocations from FY 14-16 and FY 15-17, per capita spending allocated to neighborhoods with the highest percentage of Black/AA residents (>92%) was only half of that allocated to areas with the lowest percentage Black/AA (\$3,849 versus \$7,167 per capita) .

In FY16- 18, funding shifted towards the highest percentage Black/AA neighborhoods (\$9,251 versus \$8,770).

\$3,849

Distribution of capital
spending to high percentage
Black neighborhoods
(FY14-16)

\$9,251

Distribution of capital
spending to high-percentage
Black neighborhoods
(FY16-18)

Tracking Capital Spending- Neighborhood Racial Makeup

Tracking Capital Spending- Neighborhood Income Median Household Income FY 16-18



The total per capita CIP allocation in communities with median household income between \$34,000 and \$39,999 consistently had the highest values across all time periods.

Per capita spending in these communities was more than double the spending in both lowest and the highest median income.

CIP Equity Analysis Recommendations

- Conduct equity analysis earlier in the CIP review process.
- Provide more active review of utility funded projects.
- Change business practices as needed to better assess equity.
- Leverage the citywide Equity Assessment Program to require agencies to provide additional location information.
- Engage with community stakeholders to understand the impact of projects.
- Consider how each agency might respond to equity challenges.
- Learn from best practices from other cities.

RESILIENCY HUBS: Connecting with Communities

Sustainability Office staff are assisting community-based efforts for food recovery, urban agriculture, and identifying/drafting a variety of grant applications.

Supporting 7 active **Resiliency Hubs** across the city:



BALTIMORE PLANNING ACADEMY



COVID-19

Challenges & Opportunities

- Digital inequity
- Transportation inequity
- Food insecurity
- Vacant lots
- Sustainability Plan/Master Plan
- Increased demand for outdoor experiences
- Socially distant public engagement
- Depressed revenues

LAND DEVELOPMENT CODE/ ZONING REFORM

Confronting Inequities in Land Use Policies, Regulations and Practices in Louisville

Yu “Emily” Liu, AICP
Director
Planning and Design Services

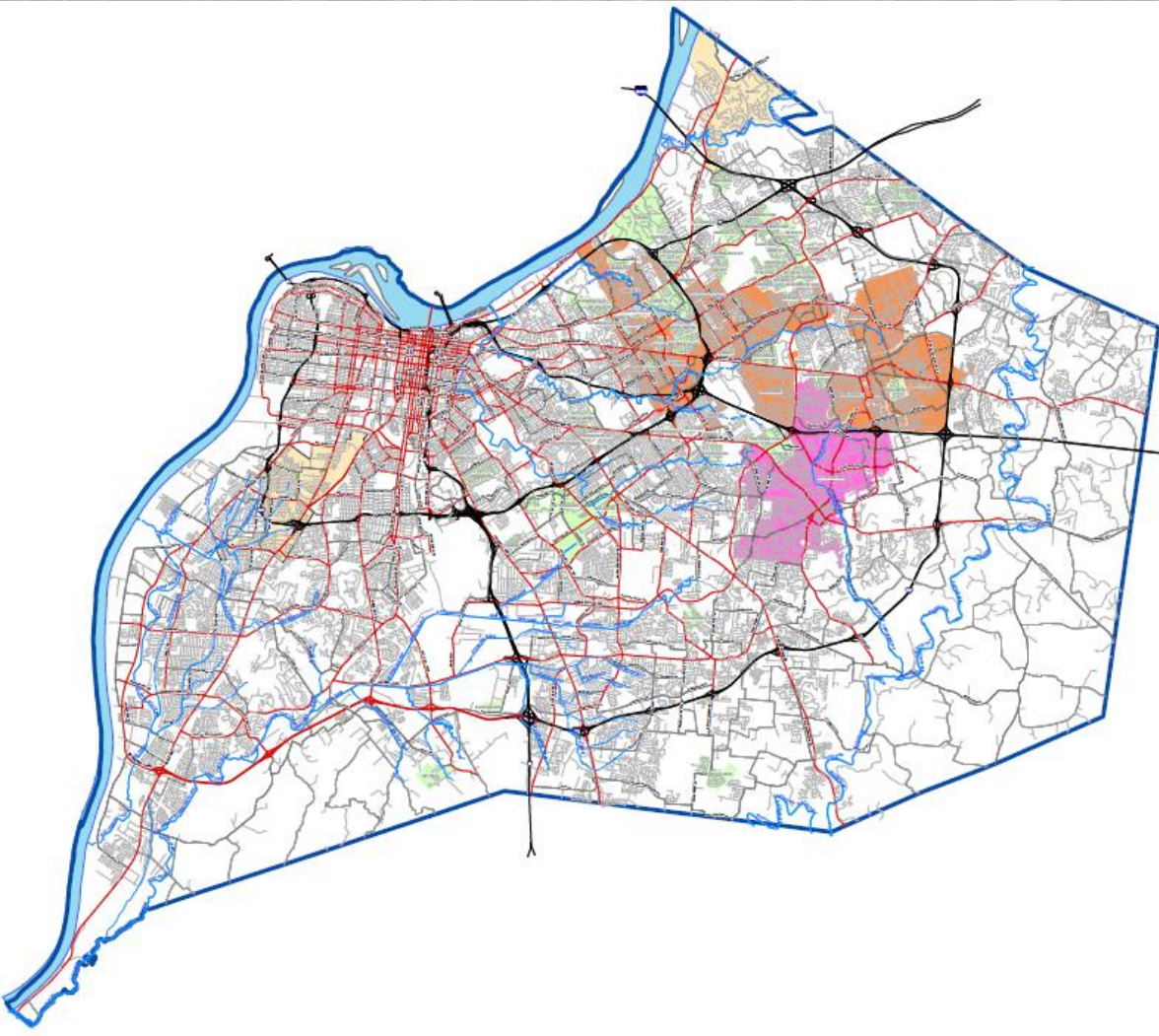
October 15, 2020



DEVELOP
LOUISVILLE
LOUISVILLE FORWARD

LOUISVILLE

- Louisville Metro
- 400 Square Miles
- Population 766,757 (2019)
- One Planning Commission
- 13 Zoning Authorities





- Provides framework for zoning regulations (Land Development Code)
- Contains **Goals, Objectives & Policies** that guide development
- Collaborative effort of the community, local organizations & governmental agencies
- Incorporates provisions of Metro initiatives, including Vision Louisville, Move Louisville, Sustain Louisville & Healthy Louisville 2020

PLAN 2040

A COMPREHENSIVE PLAN FOR LOUISVILLE METRO

Plan 2040 Vision Statement

In 2040, Louisville Metro is a vibrant and diverse community that is connected, healthy, authentic, sustainable and equitable, with compassionate citizens and memorable places among its greatest assets and where all people are able to achieve their full potential.



Three Key Spheres

1. Health is defined by the financial stability of residents, the quality of housing stock, and the pace and type of development activity in the housing market within each neighborhood.
2. Diversity is described by the availability of myriad housing typologies and location preferences that meet the needs of Louisville's increasingly diverse residents.
3. Equity is determined by the accessibility of opportunities for economic mobility within each neighborhood, such as income growth and wealth building



Advancing Equity

*Removing Barriers to Equitable Development
in Louisville Metro*



Develop Louisville

April 2019

- Identifies development policies and practices that exacerbate inequity and place barriers on the attainment of wealth
- Explores topics of exclusionary zoning, parking, economy, accessibility, and contracts in current and historic policy and practice

Land Development Code Diagnosis with Housing Focus

For:
Louisville-Jefferson
County Metro
Government

By: Opticos Design

July 2020



- Provides a diagnosis of the current LDC
- Many elements within the LDC have not been revised since the early 1960's and no longer support the community's current needs
- Several components of the LDC restrict inclusive development styles and limit the types of housing that can be built within Louisville Metro



SUPPORT FOR ZONING REFORM

**Mayor's
Press
Release**
July 13, 2020

**Metro
Council
Resolution**
August 20, 2020

**Planning
Commission
Resolution**
August 25, 2020

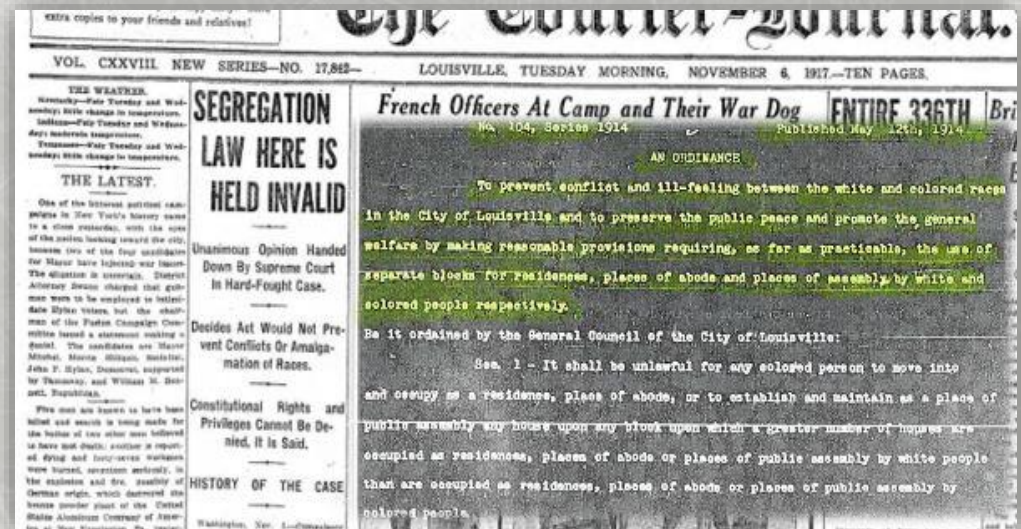


RACIAL SEGREGATION ORDINANCE

Louisville's racial occupancy ordinance of 1914 made it unlawful for blacks to reside in a residential block occupied by more than 50% white residents.

Buchanan v. Warley (1917)

U.S Supreme Court strikes down 1914 racial occupancy ordinance



RACIAL COVENANTS AND DEED RESTRICTIONS

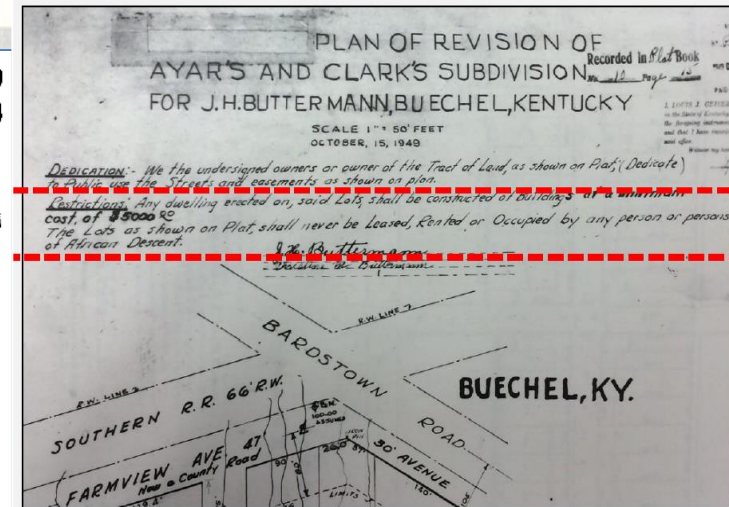
14. RACIAL RESTRICTIONS...No property in said addition shall at any time be sold, conveyed, rented or leased in whole or in part to any person or persons not of the White or Caucasian race. No person other than one of the White or Caucasian race shall be permitted to occupy any property in said addition or portion thereof or building thereon except a domestic servant actually employed by a person of the White or Caucasian race where the latter is an occupant of such property.

Section 3. Minimum Floor Areas. The following shall be the minimum floor areas for homes to be constructed after this Declaration is recorded:

(a) The total floor area of a one story house shall be a minimum of 2,000 square feet.

(b) The first floor area of a one and one-half story house shall be 1,500 square feet. The total floor area of a one and one-half story or tri-level house shall be a minimum 2,300 square feet.

(c) The total floor area of a two-story house shall be a minimum of 2,700 square feet.

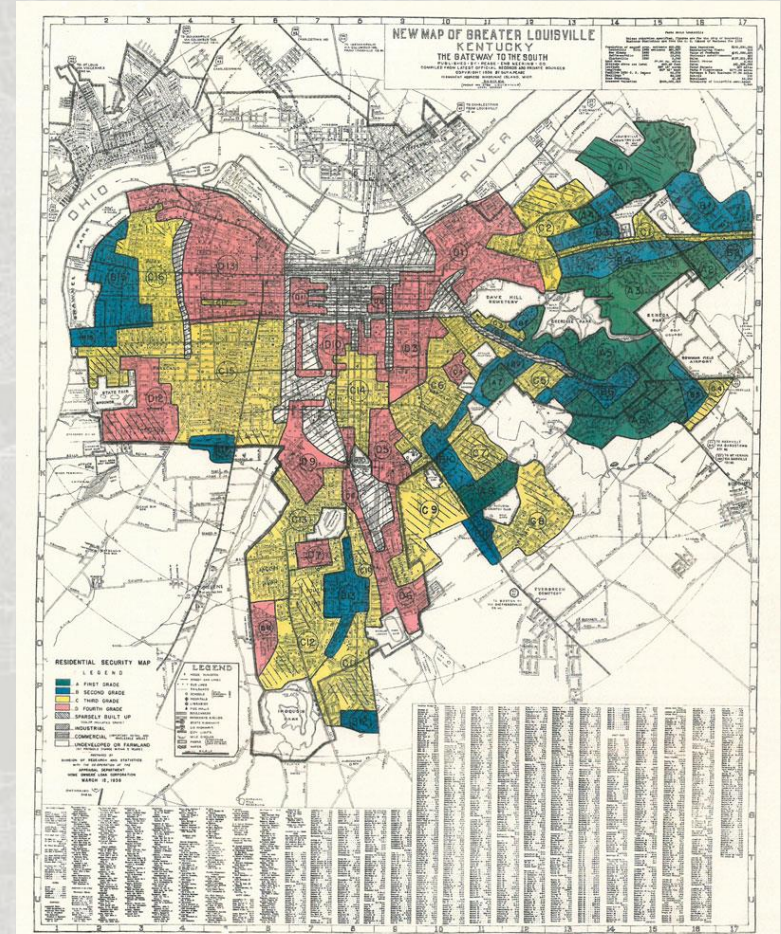


REDLINING

Redlining is the process in which neighborhoods are assigned grades depicting their desirability for investment.

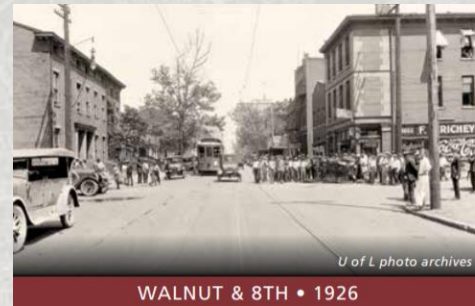
Black, immigrant and low-income neighborhoods were frequently designated a low grade, resulting in the denial of loans and capital disinvestment.

Redlining expanded home ownership for white families while undermining wealth accumulation for black households.



SLUM CLEARANCE AND URBAN RENEWAL

Beginning in the 1930s, federal and local policies encouraged urban redevelopment by clearing out “blighted” areas. Assisted by Comprehensive Planning, black communities were targeted for slum clearance while white communities benefited from conservation.



The 1956 Federal Highway Act provided massive investment for constructing the National Interstate System. This further incentivized cities to demolish black neighborhoods to facilitate movement between central urban areas and the county.



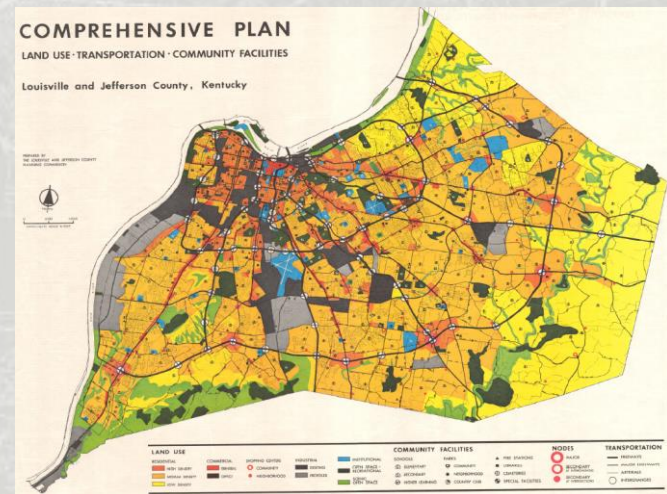
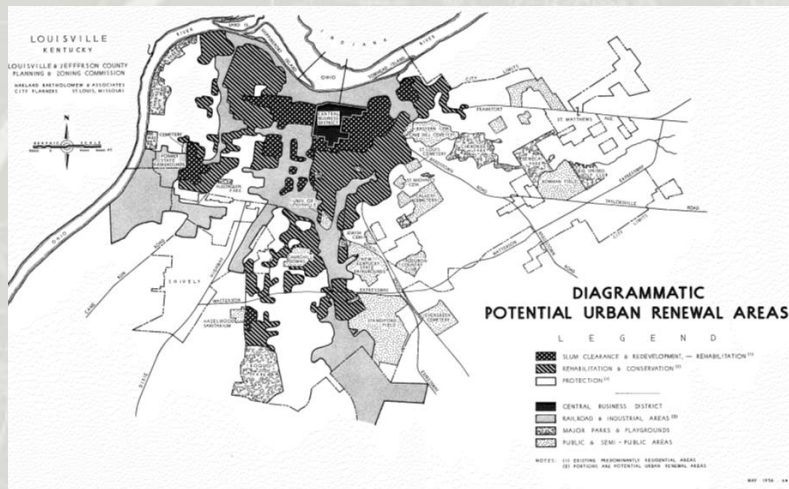
LOUISVILLE BY DESIGN

1931 Comprehensive Plan for Louisville

The plan promoted the protection of predominately white, single-family neighborhoods and called for larger residential lots in subdivisions with private open space and parks.

1958 Comprehensive Plan for Louisville and Jefferson County

1970 Comprehensive Plan for Louisville and Jefferson County



A PROFESSIONAL PLANNER'S ROLE

Harland Bartholomew – The “Dean of City Planning”



“The worst forms of blighting effect by adverse tenancy are usually those of **racial invasions**, more particularly those of the colored race.”

- *National Association of Real Estate Boards, Toronto, Canada, 1930*

“If it were possible to create among the Negro masses a **real desire for decent accommodations**...the slums would automatically eliminate themselves.”

- *The Negro Housing Problem in Louisville, 1932*

“One of the most effective measures for obtaining concerted and **continuous protection of good residential neighborhoods** is by the formation of neighborhood improvement associations...A neighborhood home protection association is an effective means of obtaining **enforcement of deed restrictions**.”

- *Comprehensive Plan for Louisville & Jefferson County, 1958*

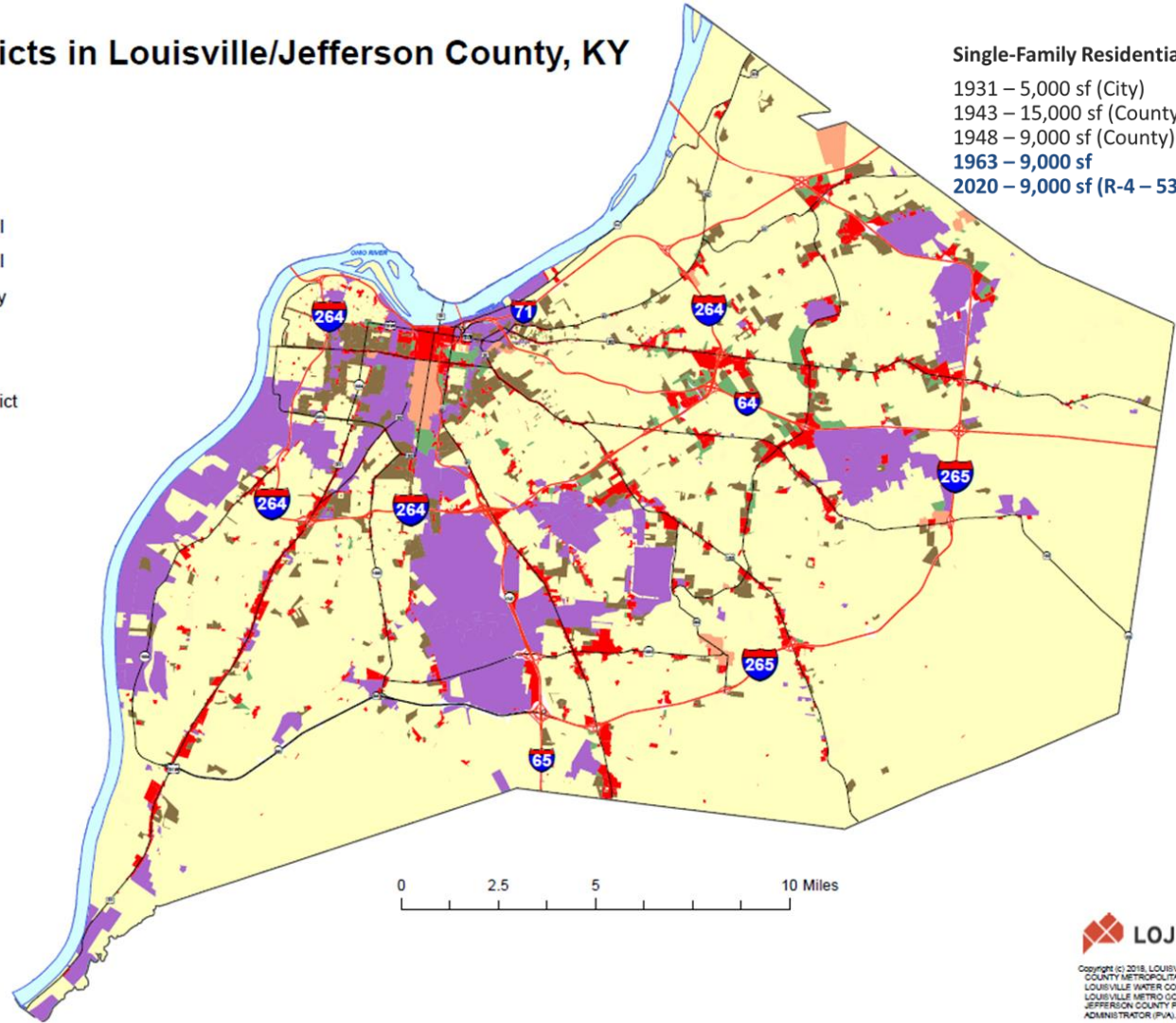
SINGLE FAMILY ZONING 75%

Zoning Districts in Louisville/Jefferson County, KY

Legend

- Interstate
- Major Arterial
- Minor Arterial
- Single Family
- Multi-Family
- Office
- Special District
- Commerical
- Industrial

Single-Family Residential Lot Sizes
1931 – 5,000 sf (City)
1943 – 15,000 sf (County)
1948 – 9,000 sf (County)
1963 – 9,000 sf
2020 – 9,000 sf (R-4 – 53.5% of Land)



Map by Nia Holt



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WHAT IS THE PROCESS?

**Phase I:
Research**
*August 2020
-December
2020*

**Phase II:
Public
Outreach**
*October
2020 -
December
2020*

**Phase III:
Draft
Recomm
en-
dations**
*December
2020 -
January
2021*

**Phase IV:
Approval
& Initial
Adoption**
*February
2021 -
March 2021*



THANK YOU!

FOR MORE INFORMATION:



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louisvilleky.gov/ldcreform

502-574-4PDS



Q & A

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