

ATLAS OF EXISTING AND HISTORICAL CONDITIONS AND CORRIDOR ANALYSIS



www.austintexas.gov/housingblueprint



Contents

Introduction

Part 1. Atlas

Opportunity Index.....

Pathways - Community Institutions

Pathways - Environment

Pathways - Access to Jobs and Services

Pathways - Social Capital and Cohesion

Outcome - Mobility

Outcome - Housing Stability

Outcome - Economic Security

Outcome - Health and Well-Being

Outcome - Education

Homelessness Support Services

School Quality

Displacement Risk Index

Actively Gentrifying Areas.....

Vulnerable Areas.....

Environmental Index

Part 2. Corridor Analysis.....

Corridor Analysis.....

Construction Eligible Corridors

Preliminary Engineering and Design Corridors/Critical Arterials

Part 3. Applying the Atlas

Public Properties

Market-Rate Affordable

Low-Income Housing Tax Credit (LIHTC) Properties.....

Council District Goals

Affordable Homeownership.....

2

6

8

10

12

14

16

18

20

22

24

26

28

30

36

38

40

42

44

46

48

50

52

54

56

58

60

64



INTRODUCTION

Discussions around displacement, gentrification, and segregation have intensified in recent years as Austin has rapidly become less affordable, and there are increasing concerns that many residents are unable to stay in the city. This, combined with Austin’s challenging history of segregation, has brought to the fore questions around who gets to live in the city and access the multitude of opportunities and attractions in the city. As part of the City’s ongoing effort to address the need for greater housing affordability, the City Council adopted the Austin Strategic Housing Blueprint, upon which this Atlas will build to move Austin towards a concrete, geographically-based implementation strategy with numeric goals.

With an influx of new residents, stagnant wages, and increasing land and housing costs, Austin is facing an affordable housing crisis and its residents are at increased risk of displacement. Beyond a need to preserve existing affordable housing, in order to keep pace with population growth over the next decade, it is estimated the City of Austin will need approximately 135,000 new housing units.

Currently, residents at the lower end of the income spectrum face geographically limited housing options, especially west of I-35. While affordable housing is concentrated in the northeast, far south, and southeastern Austin, development pressures in some of these neighborhoods risk further displacement in the future.

In 2017, the Austin City Council adopted the Austin Strategic Housing Blueprint as part of its effort to address these issues. The Blueprint defined affordability as a combination of the price of housing, where one lives, and access to daily needs and opportunities. Addressing housing affordability is an opportunity to address inequality by expanding the City’s efforts to broaden access to opportunity through access to transportation and examining the cost of utilities and health care among lower-income residents.

Map Source: Enterprise Opportunity360 Index, City of Austin, Downloaded March 28, 2018. Texas Commission for Environmental Quality Public Information Request, June 11, 2018. Floodplains: Greater Austin FEMA Floodplain, City of Austin, Downloaded March 2016. Highways: City of Austin, Downloaded 2017. Mobility Bond Corridors, City of Austin, November 9, 2017.

- In developing the Blueprint, five community values were identified:
- Prevent households from being priced out of Austin
 - Foster equitable, integrated, and diverse communities
 - Invest in housing for those most in need
 - Create new and affordable housing choices throughout Austin
 - Help Austinites reduce household costs

The Blueprint established geographic goals based on its goals of integration, diversity, and inclusion. It also emphasized the need to locate affordable housing near transit services to facilitate aging in place, provide accessible housing options for people with disabilities, and to mitigate the impact of rising housing and transportation costs. In conjunction with those objectives, the Blueprint also seeks to avoid and reduce concentrations of poverty, acknowledging the city’s history of segregation and unequal access to resources.

Towards these objectives, the Blueprint sets specific goals around the location of affordable housing units to be preserved and newly built. For example, the Blueprint targets the production of 25% of new housing units in “high-opportunity areas,” a term that is not defined geographically within the Blueprint document itself.



Top: New luxury condos in Downtown Austin, and alley flat in Hyde Park.
Middle: Multifamily housing along South Congress Avenue.
Bottom: A view of Foundation Communities Live Oak Trails.
Source: Wil C. Fry, Flickr, Wikimedia

The purpose of this Atlas is twofold: to meet the objectives of Austin City Council Resolution 20170413-025, and to operationalize some of the terms used in the Blueprint—such as “high opportunity,” “gentrification,” and “displacement”— to move towards a concrete implementation strategy which aligns with the goals set in the Blueprint document.

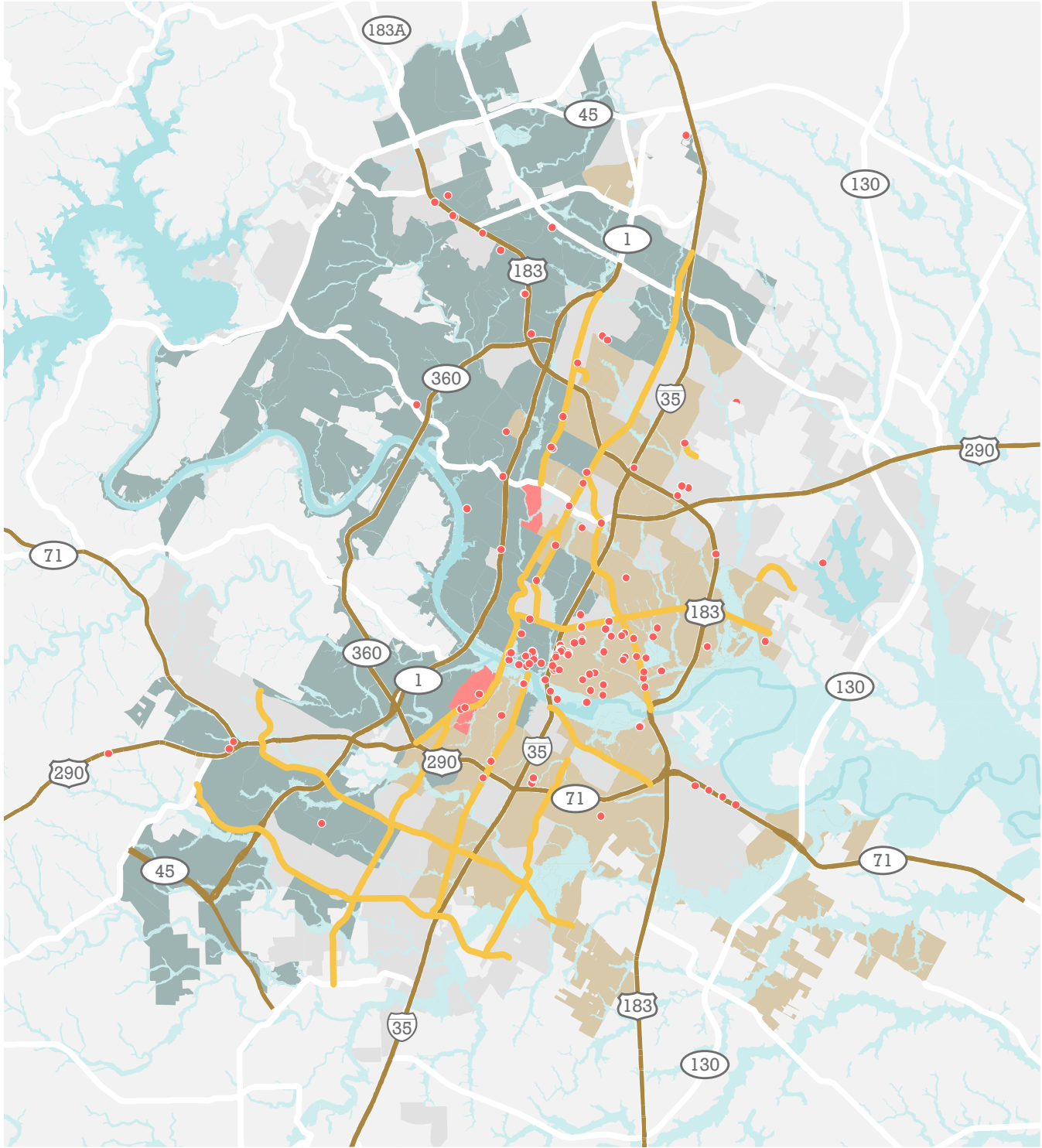
To inform decision-makers involved in the implementation of the Blueprint, this document seeks to highlight those very areas where investment in affordable housing preservation and new affordable construction will help the City of Austin reach its goals. The document identifies areas with high opportunities for upward mobility, areas where residents are most likely to face displacement, and areas where environmental factors may preclude the construction of affordable units.

This document includes information and maps to guide the City’s efforts to implement the Blueprint. First, an **Opportunity Index** derived from Opportunity360, a tool developed by Enterprise Community Partners, will be applied to Austin. Then, a **Displacement Risk Index** will identifies areas that are experiencing displacement pressures using the recently completed gentrification study by the University of Texas. This will be followed by an **Environmental Index**, which will look at environmental constraints and risk factors that put limits on the location of future affordable housing developments.

The map on the right-hand page combines the indices examined in the Atlas to provide **a holistic picture of areas of opportunity, areas at risk of displacement, and areas which may pose an environmental risk for future residents.**

The analysis shows that West Austin has a high concentration of opportunity, while East Austin faces relatively high risks of displacement as well as higher environmental risks caused by brownfields and floodplains, although West Austin is not immune to those environmental risks. Central areas of the city, while hosting a high number of brownfields and highway corridors, provide higher levels of physical mobility and potential access to jobs. Central Austin is also where the threat of displacement and high levels of opportunity coexist.

Summary of Opportunity, Displacement Risk, and Environmental Indices



- High Opportunity Areas
- Displacement Risk Areas
- Overlapping Area Between High Opportunity and Displacement Risk Areas
- Mobility Bond Corridors
- 500-Year Floodplains
- Highways with 500-Foot Buffer
- Environmentally Hazardous Sites with 300-Foot Buffer
(Dry Cleaner Facilities, Voluntary Cleanup Program (VCP) sites, Leaking Petroleum Storage Tanks (LPST), Innocent Owner or Operator (IOP) sites, Industrial and Hazardous Waste Corrective Action (IHWCA) Program sites, Brownfield sites)

PART 1. ATLAS



OPPORTUNITY INDEX

Austin’s Strategic Housing Blueprint sets a target that 25% of affordable housing units should be located in “high-opportunity” areas. This responds to fair housing policies and national research that shows poor outcomes for children and families who live in areas of concentrated poverty with limited access to jobs, quality schools, services, and green spaces. The Opportunity Index defines “high-opportunity areas” in Austin in order to operationalize this Strategic Housing Blueprint goal.

How can Austin measure whether housing units are located in high-opportunity areas?

The **Enterprise Community Partners Opportunity360 database** defines opportunity based on two different types of indicators: Pathway Indices, which capture access to opportunity, and Outcome Indices, which capture outcomes for current residents in the area. By combining these indicators at a Census tract level, the Atlas creates a full picture of opportunity areas in the City of Austin.

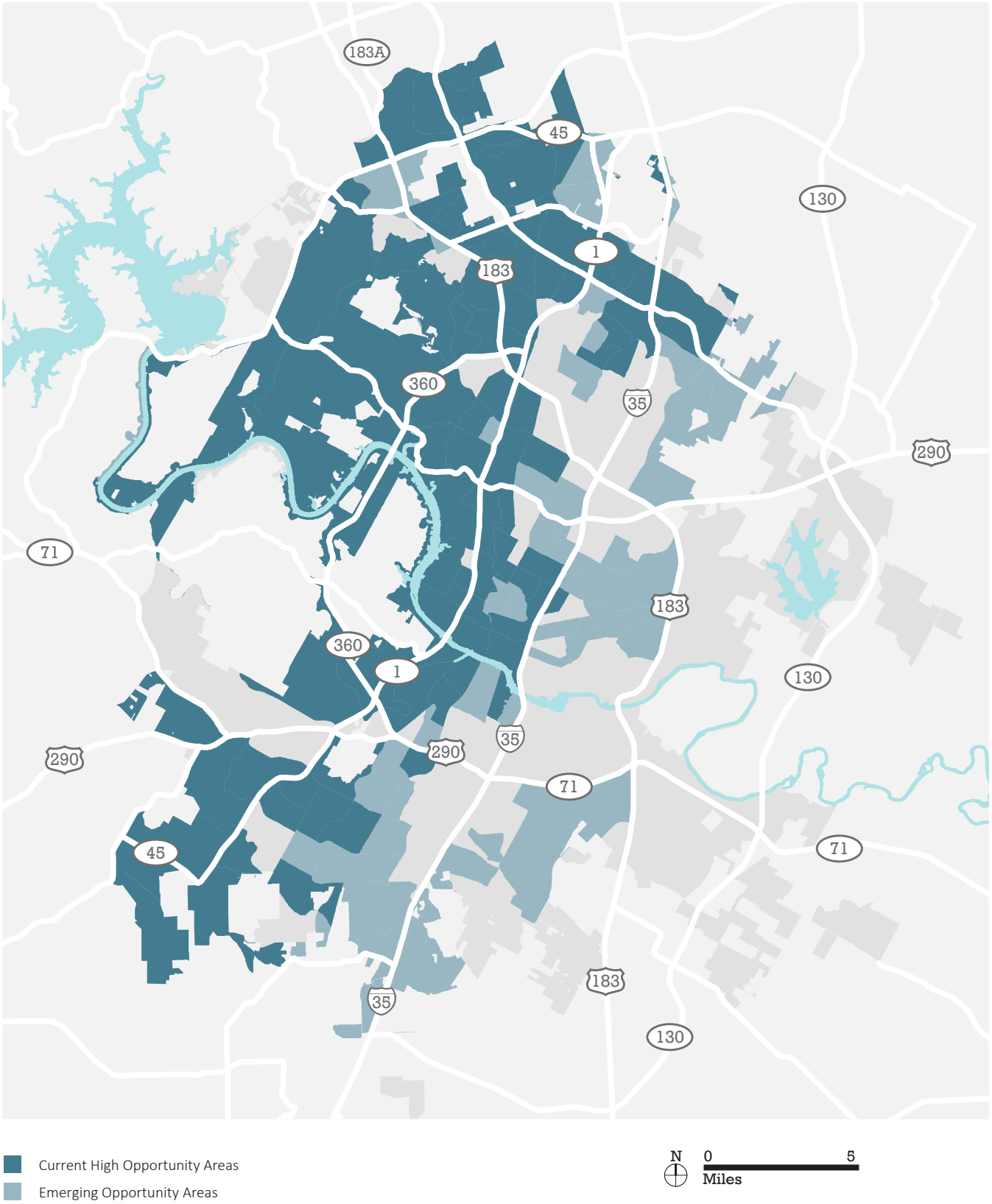
A total of nine variables from the Neighborhood Pathway Indices and the Outcome Indices were used to measure levels of opportunity in each of the city’s Census tracts, and the results can be seen in the Opportunity Areas map on the opposite page.

Census tracts that rank above average for at least six of nine Opportunity 360 Indices were categorized as “Current High Opportunity Areas” and shaded dark blue in the map at right. These areas have high levels of existing opportunity.

Tracts which rank above average for at least two of the four Opportunity360 Pathway Indices were categorized as “Emerging Opportunity Areas” and shaded light blue in the map at right. These areas have high potential for opportunity and may provide access to some forms of opportunity, such as quality schools, access to transit, and strong social networks, but its residents have not yet achieved high levels of prosperity as measured by the Outcome Indices.

The maps on the following pages provide a breakdown of each of the nine indices that have been aggregated to create the map at right. Based on the aggregate analysis, west Austin and Austin’s urban core appear to generally have higher levels of opportunity relative to eastern parts of Austin.

High-Opportunity Areas in Austin



Source: Enterprise Opportunity360 Index, Downloaded March 28, 2018.

PATHWAYS - COMMUNITY INSTITUTIONS

Through educational attainment, residents can access a wider range of employment opportunities, and thus education is a major pathway to opportunity in the form of financial and social mobility.

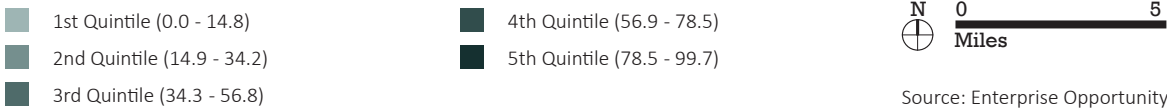
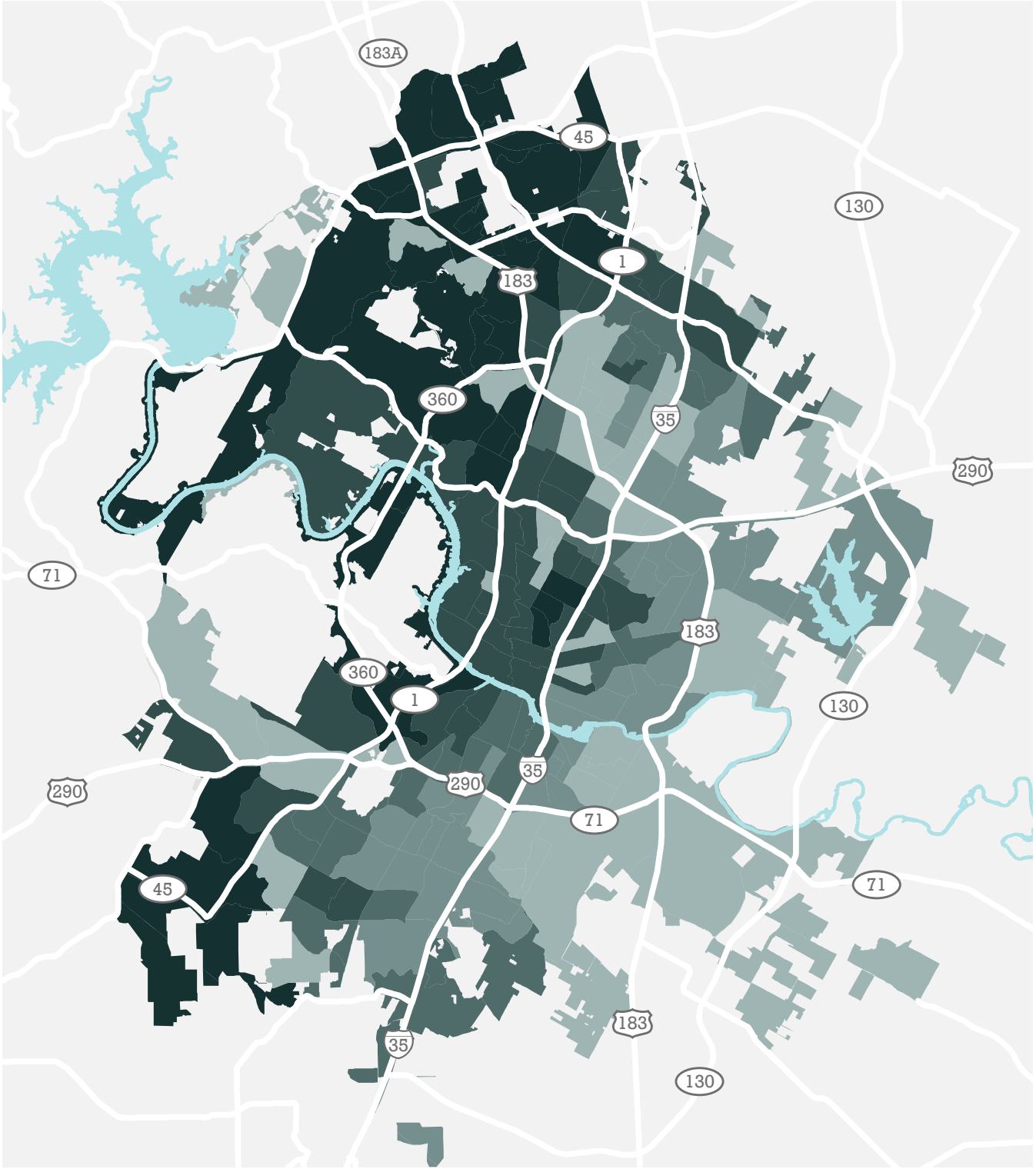
The Community Institutions variable is part of the Neighborhood Pathway Indices, and it looks at schools as one of the primary ways residents access institutional capital and opportunity. Specifically, the index looks at measures of school quality based on a national database created by Location, Inc. and the percentage of students in poverty in the census tract.

There are, however, limitations to the measurement of school quality, as Opportunity360 utilizes data from Location, Inc., which aggregates test scores from across the country to create a national percentile rank.

This method, while effective in comparing areas across different geographies in the country, does not include important local measures which allow us to differentiate across area in Austin. This limitation will be further addressed by an additional variable for school quality in a later section.

The map to the right places Austin Census tracts into quintiles according to their score. The higher the score for strength of community institutions, the darker the shade of gray. Based on the Opportunity360 index, West Austin emerges as an area of strength.

Pathways - Community Institutions



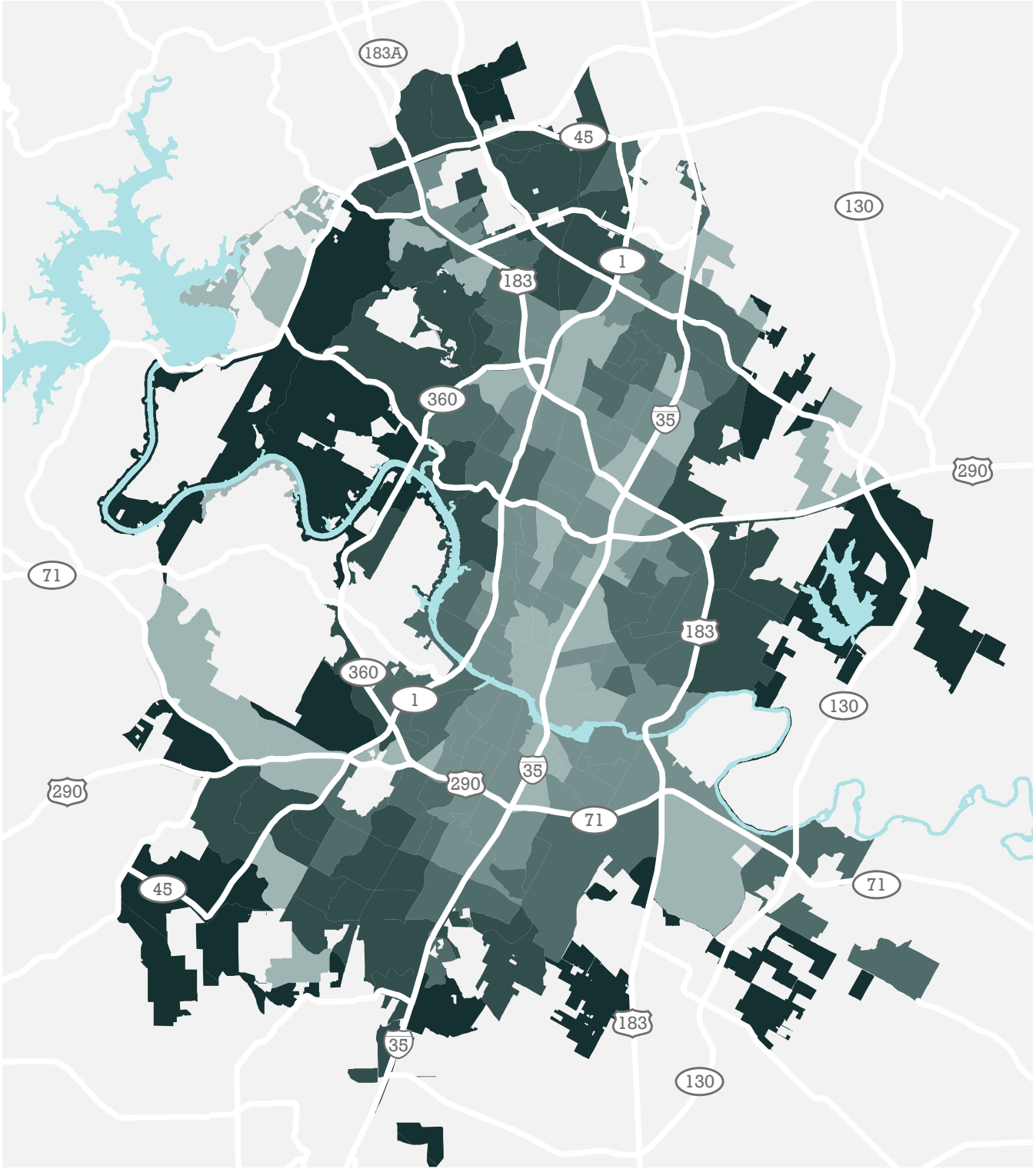
Source: Enterprise Opportunity360 Index, Downloaded March 28, 2018.

PATHWAYS - ENVIRONMENT

The Environment variable includes factors that can affect the mental and physical health of residents. Opportunity360 includes measures of disease particulate matter level in the air, cancer risk from air toxics, the respiratory risk score, traffic exposure score, and the particulate matter concentration score, all based on data from the Environmental Protection Agency (EPA).

The resulting map places each tract into quintiles, with darker shades indicating higher scores and better environmental conditions. The map shows that areas of new and more suburban development have higher scores for the Environment variable than urban and older areas in the core of the city.

Pathways - Environment



- | | |
|----------------------------|----------------------------|
| 1st Quintile (0.0 - 13.1) | 4th Quintile (47.5 - 66.5) |
| 2nd Quintile (13.2 - 29.7) | 5th Quintile (66.6 - 91.1) |
| 3rd Quintile (29.8 - 47.4) | |



Source: Enterprise Opportunity360 Index, Downloaded March 28, 2018.

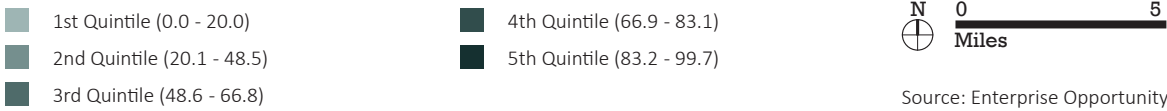
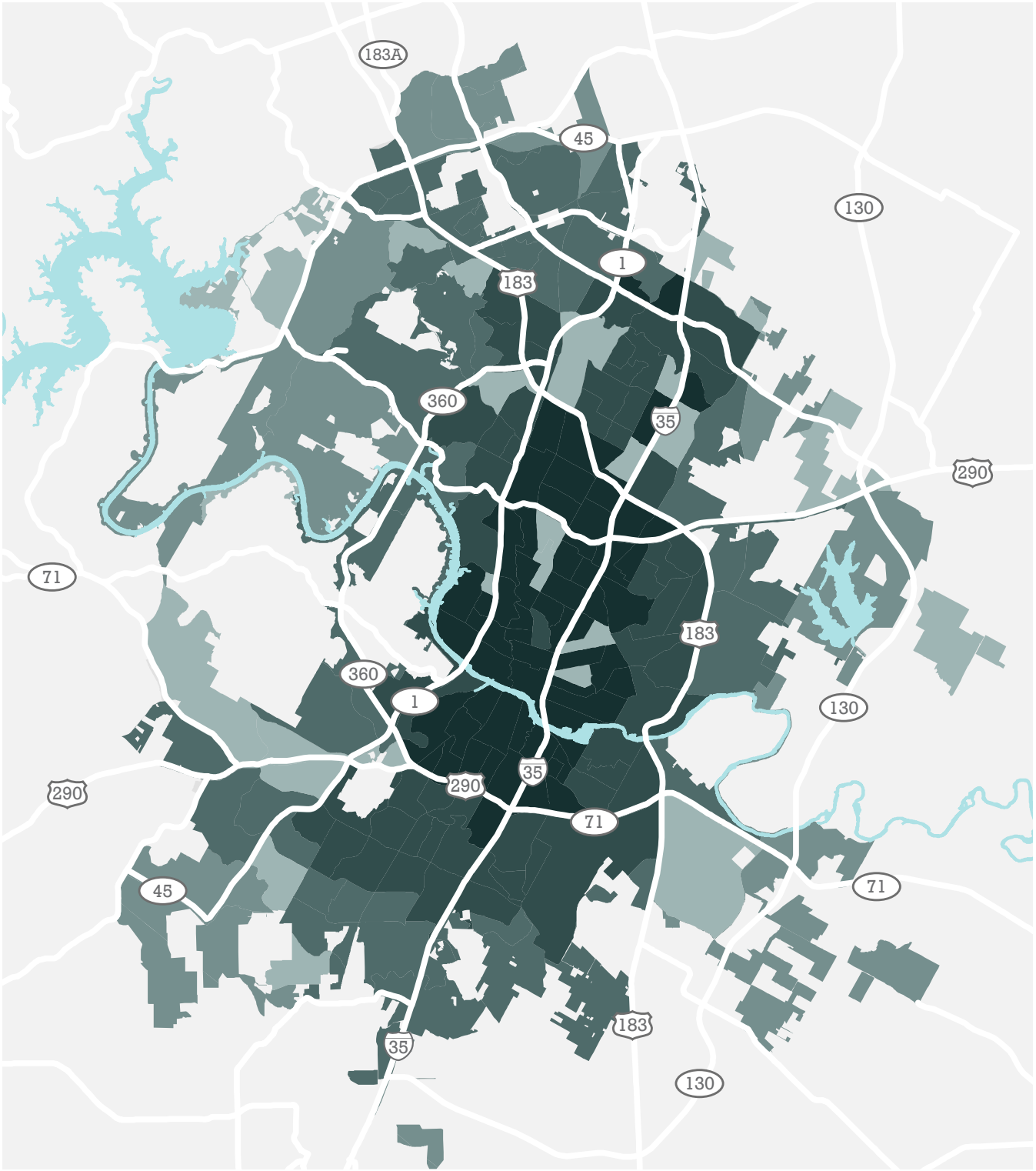
PATHWAYS - ACCESS TO JOBS AND SERVICES

Access to Jobs and Services is an important factor in facilitating upward economic mobility, and this variable is meant to gauge characteristics of a neighborhood which affect the residents’ ability to physically reach vital destinations such as the workplace.

Opportunity360 measures access to jobs and services through the WalkScore and TransitScore, and leverages the EPA Smart Location Database to look at job accessibility via a 45-minute commute by car and by transit. The WalkScore and TransitScore can reveal the ease of access to not only jobs, but access to social and support services, healthy foods, and basic household necessities.

For this measure of opportunity, Census tracts were categorized into quintiles based on their scores, with darker shades indicating higher scores and better access to jobs and services. Transit-rich and denser areas in the urban core are in the top fifth of tracts, indicating greater ease of access to important resources.

Pathways - Access to Jobs and Services



Source: Enterprise Opportunity360 Index, Downloaded March 28, 2018.

PATHWAYS - SOCIAL CAPITAL AND COHESION

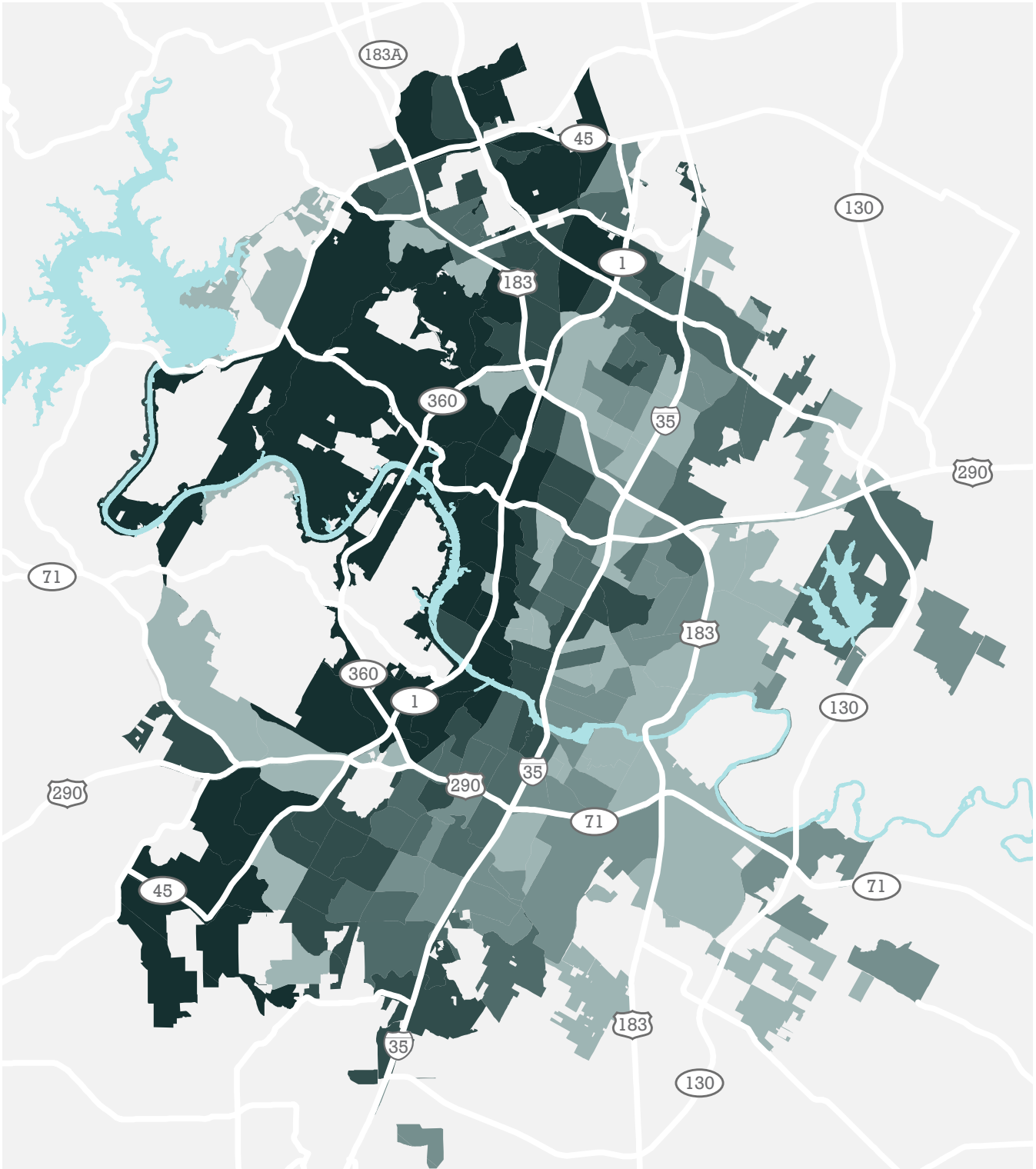
Social connections and social supports are crucial aspects of leveraging opportunity, as they affect the psychological wellbeing of residents, as well as their feelings of self-efficacy—or one’s belief in her innate ability to achieve goals—and the ability to solve problems as a group.

The Social Capital and Cohesion variable is meant to measure indicators of social processes that affect opportunity outcomes. Opportunity360 measures factors which have been shown by research to correlate strongly with positive social outcomes.

The variable looks at measures of affluence and concentrated disadvantage, which impact social capital and social cohesion: Median household income, the HUD Labor Market Engagement Index Score, educational attainment, the unemployment rate, and the percentage of people in poverty.

Census tracts were again divided into quintiles based on their scores. According to this variable, West Austin has the highest levels of social capital and cohesion, with moderate to high levels of social capital along the I-35 corridor.

Pathways - Social Capital and Cohesion



1st Quintile (0.0 - 15.4)

2nd Quintile (15.5 - 36.5)

3rd Quintile (36.6 - 59.1)

4th Quintile (59.2 - 81.1)

5th Quintile (81.2 - 99.7)

N

0 5 Miles

Source: Enterprise Opportunity360 Index, Downloaded March 28, 2018.

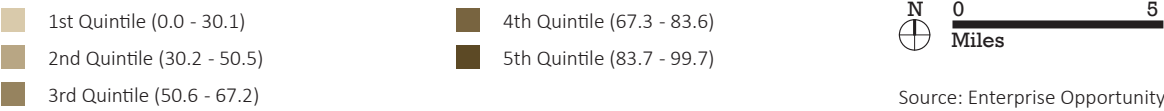
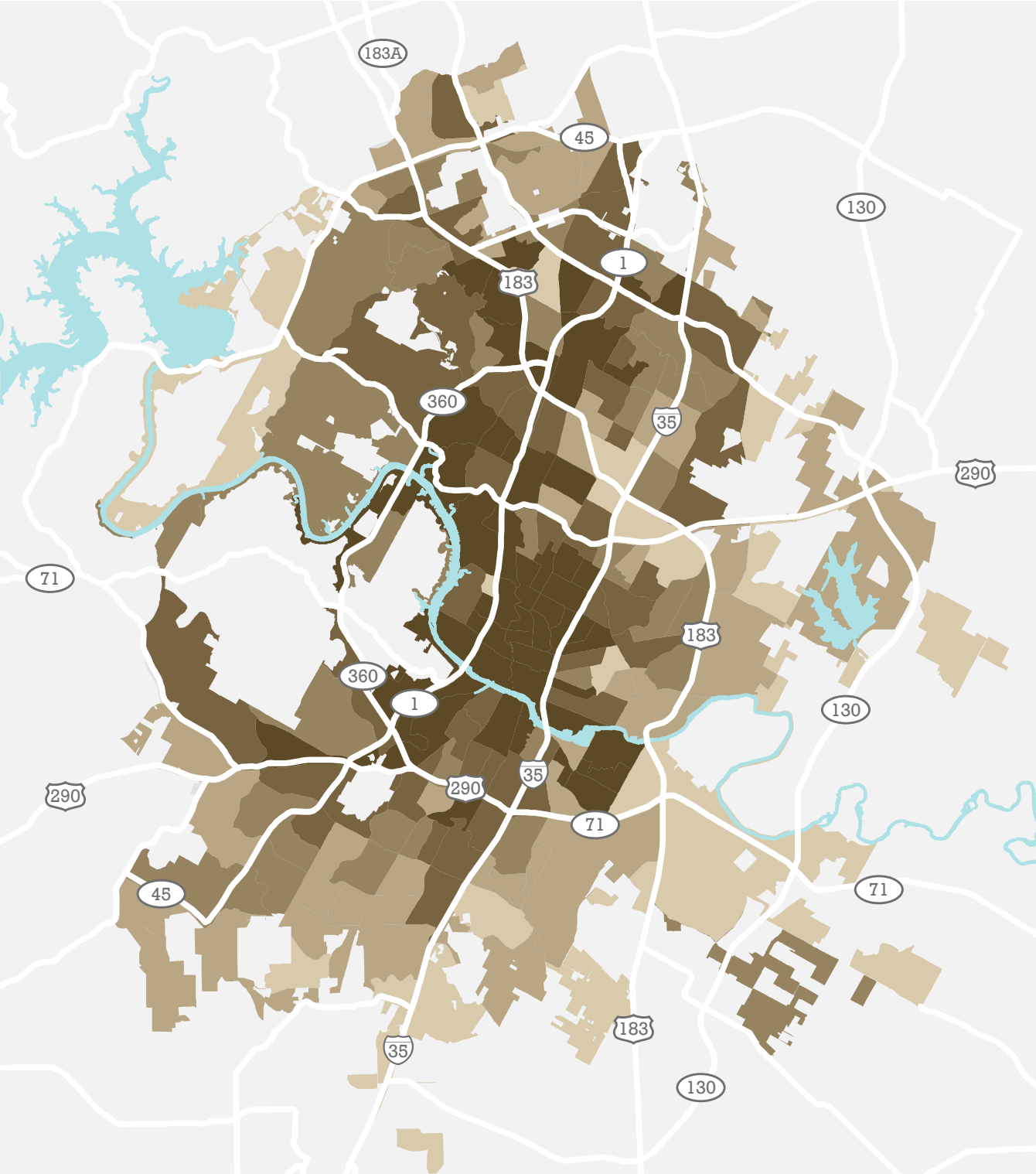
OUTCOME - MOBILITY

Access to opportunity can be measured in part by access to vehicles and public transit, which can have a significant impact on a person’s ability to access work, obtain services, and purchase essential goods. As a connector to other basic needs, access to affordable and reliable modes of mobility can impact outcomes from across the spectrum, from health to education to economic security. Although Opportunity360 categorizes Mobility as a People Centered Index, it straddles the border between People and Pathway Indexes.

This variable looked at commutes as a measure of mobility and categorized Census tracts into quintiles. It examined the percent of workers who commute using public transportation or by walking, average travel time to work, percent of workers who commute for over an hour, and the percent of households for which no vehicles are available.

Based on the analysis, the urban core emerged as an area of strength, highlighting its role as the center of the transit system in the city. The Corridor Analysis, which uses the Corridor Housing Preservation Tool discussed in later sections, is a detailed corollary to this index and will elaborate on some of the findings from this variable.

Outcome - Mobility



Source: Enterprise Opportunity360 Index, Downloaded March 28, 2018.

OUTCOME - HOUSING STABILITY

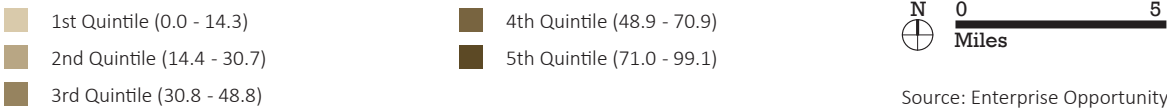
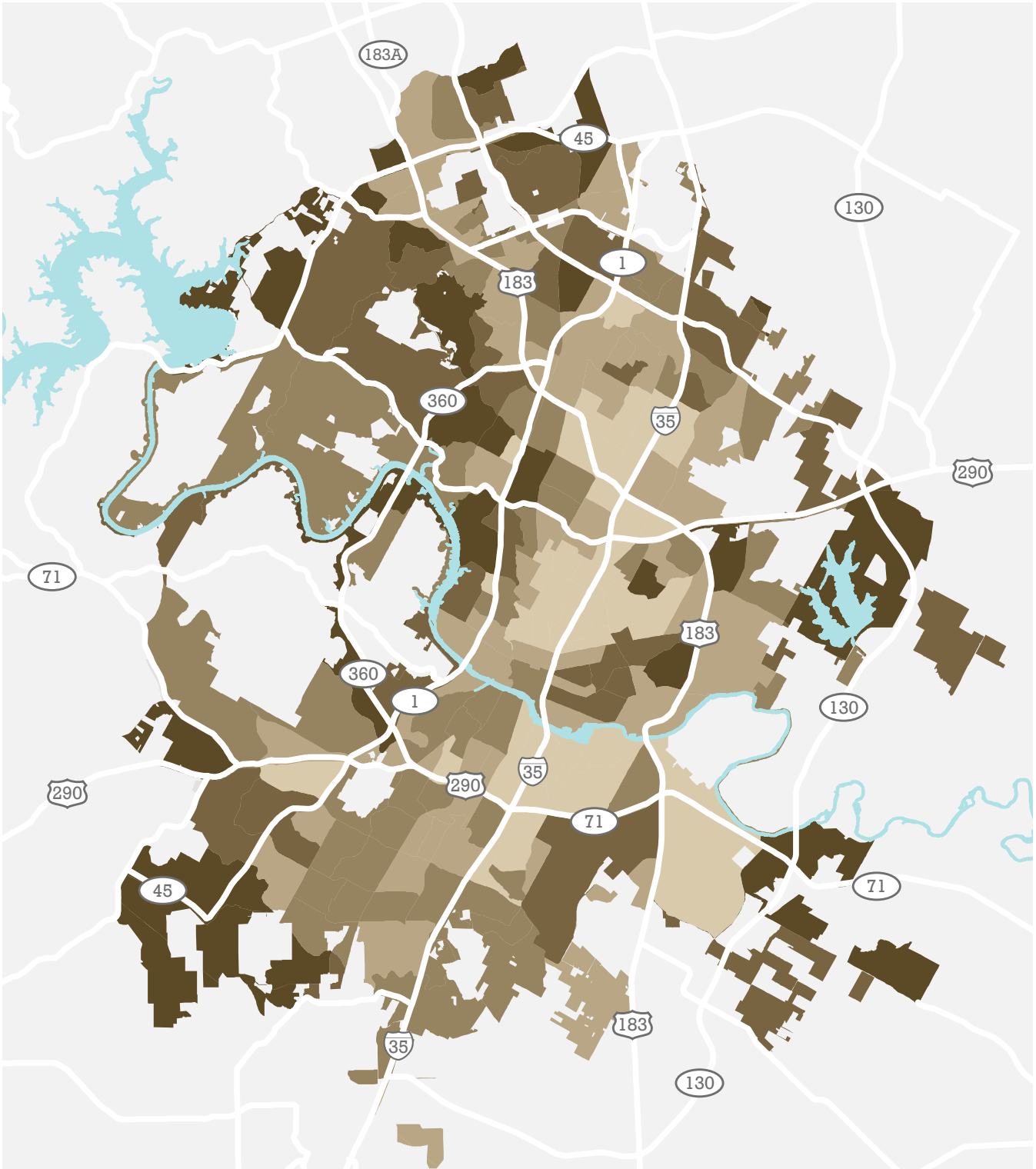
Housing Stability is important as it pertains to affordable housing since it measures the ability of residents to stay in their homes without being forced to move out because of increasing rents or property tax increases. This variable will help predict whether residents in an area are able to remain in their homes in the near future, or whether residents may be displaced due to rising rents and home prices.

Increasing housing costs and housing instability can also be a significant strain on households, especially for those with school-aged children, as housing instability has been shown to negatively impact academic performance.

Opportunity360’s Housing Stability variable examines measures of housing stability such as the homeownership rate, forms of rental assistance, costs of housing relative to income, and housing quality, as measured by overcrowding.

Census tracts were categorized into quintiles, and areas of low housing stability correspond to the areas that the UT Gentrification Study has already identified as centers of gentrification activity, which will be shown in the Displacement Risk Index later in this document.

Outcome - Housing Stability



Source: Enterprise Opportunity360 Index, Downloaded March 28, 2018.

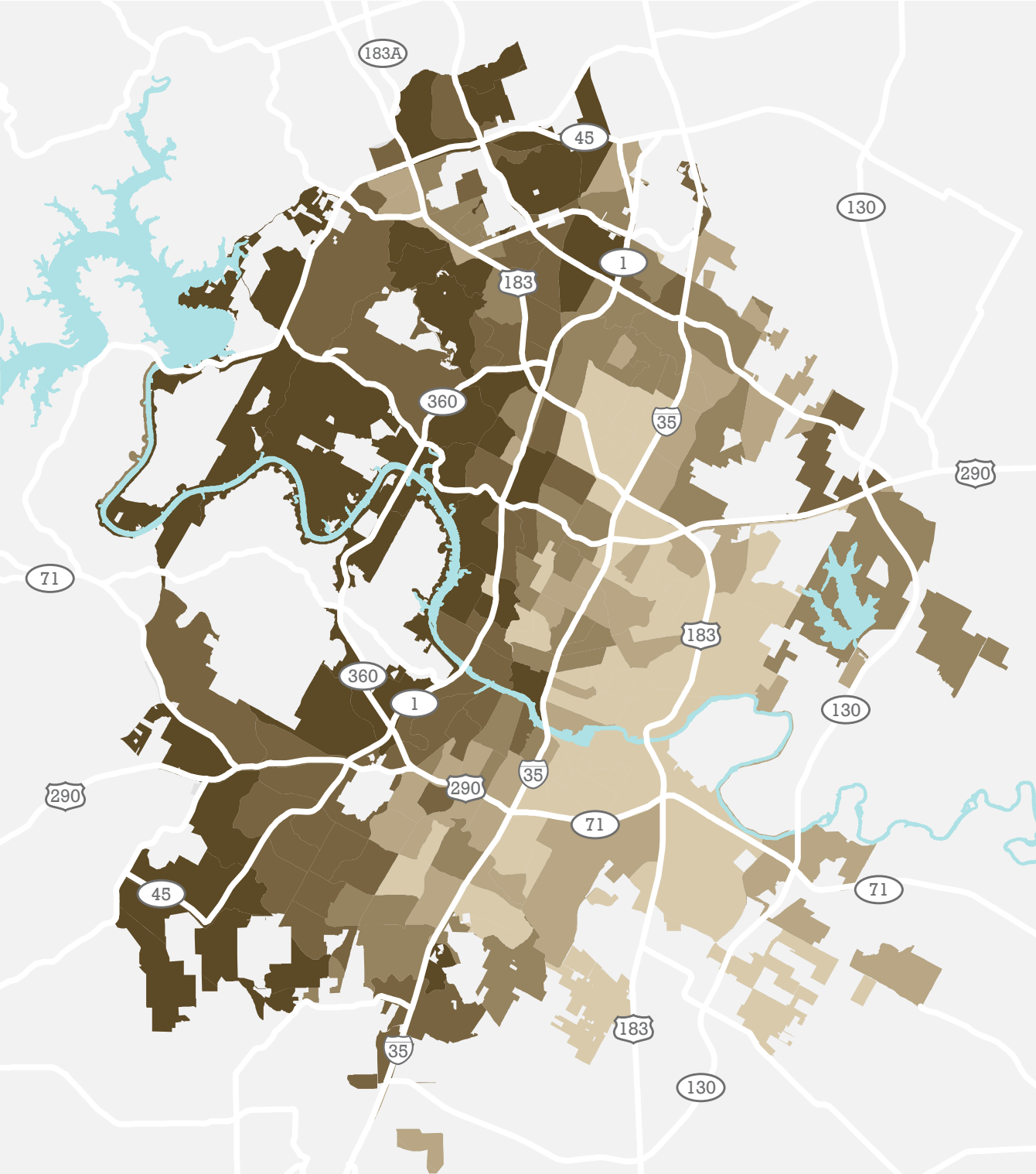
OUTCOME - ECONOMIC SECURITY

Economic security is a predictor of other measures of opportunity such as homeownership, access to adequate healthcare, the ability to buy necessities like a suit for a job interview or even something as basic and vital as food. Examining the economic security of residents in a particular area can also ensure that the placement of affordable housing does not create concentration of poverty and instead promote the growth of mixed-income communities with greater diversity and social inclusion.

The Economic Security variable in Opportunity360 looks at measures of wealth and financial instability in the Census tract through the Median Household Income, the percent of people in poverty, the unemployment rate, and the Labor Market Engagement Index Score, which measures the level of employment, labor force participation rate, and educational attainment.

As shown in the map at right, much of West Austin is in the quintile with the highest economic security, while much of the eastern half of the city is in the bottom two quintiles, indicating greater economic insecurity.

Outcome - Economic Security



1st Quintile (0.0 - 18.5)

2nd Quintile (18.6 - 38.2)

3rd Quintile (38.3 - 59.4)

4th Quintile (59.5 - 80.8)

5th Quintile (80.8 - 99.4)

N

0 5 Miles

Source: Enterprise Opportunity360 Index, Downloaded March 28, 2018.

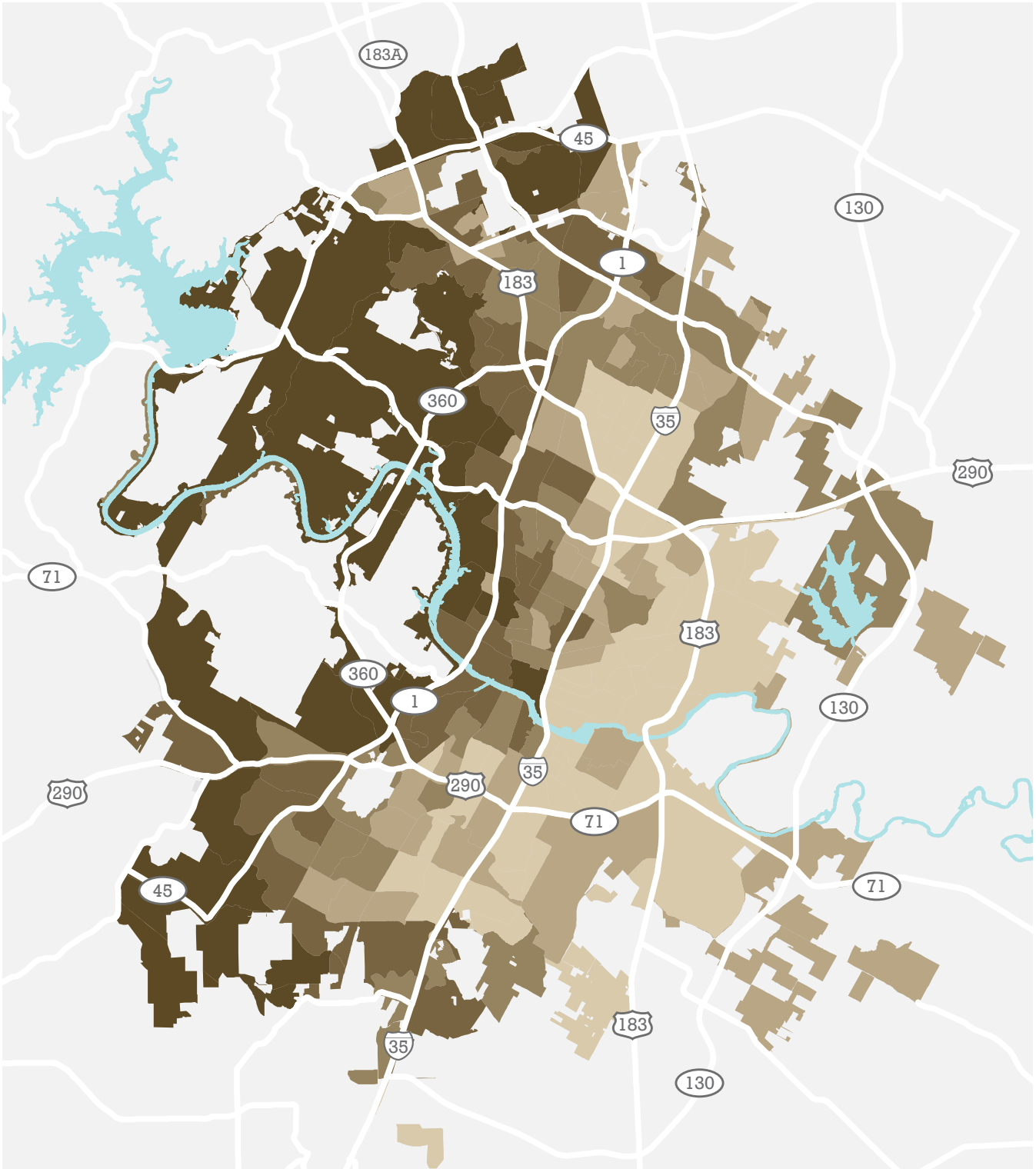
OUTCOME - HEALTH AND WELL-BEING

The Opportunity360 Health and Well-Being variable measures the extent to which area residents have been able to take advantage of healthcare and a healthy lifestyle. The Health and Well-Being indicators measure health status and insurance coverage, and these factors can act as proxy measures of financial stability, as medical expenses can lead to significant financial loss.

The Health and Well-Being variable measures the percentage of residents with a doctor or health care provider and those who reported having a physical checkup in the past year, and it also measures indicators of poor health, such as having diabetes, being obese, and not having health insurance.

According to the Opportunity360 analysis, health and well-being is strongest in West Austin, as they represent the tracts in the highest quintiles of this variable.

Outcome - Health and Well-Being



1st Quintile (0.0 - 18.8)

2nd Quintile (18.9 - 39.4)

3rd Quintile (39.5 - 58.2)

4th Quintile (58.3 - 78.8)

5th Quintile (78.9 - 99.4)

N

0 5 Miles

Source: Enterprise Opportunity360 Index, Downloaded March 28, 2018.

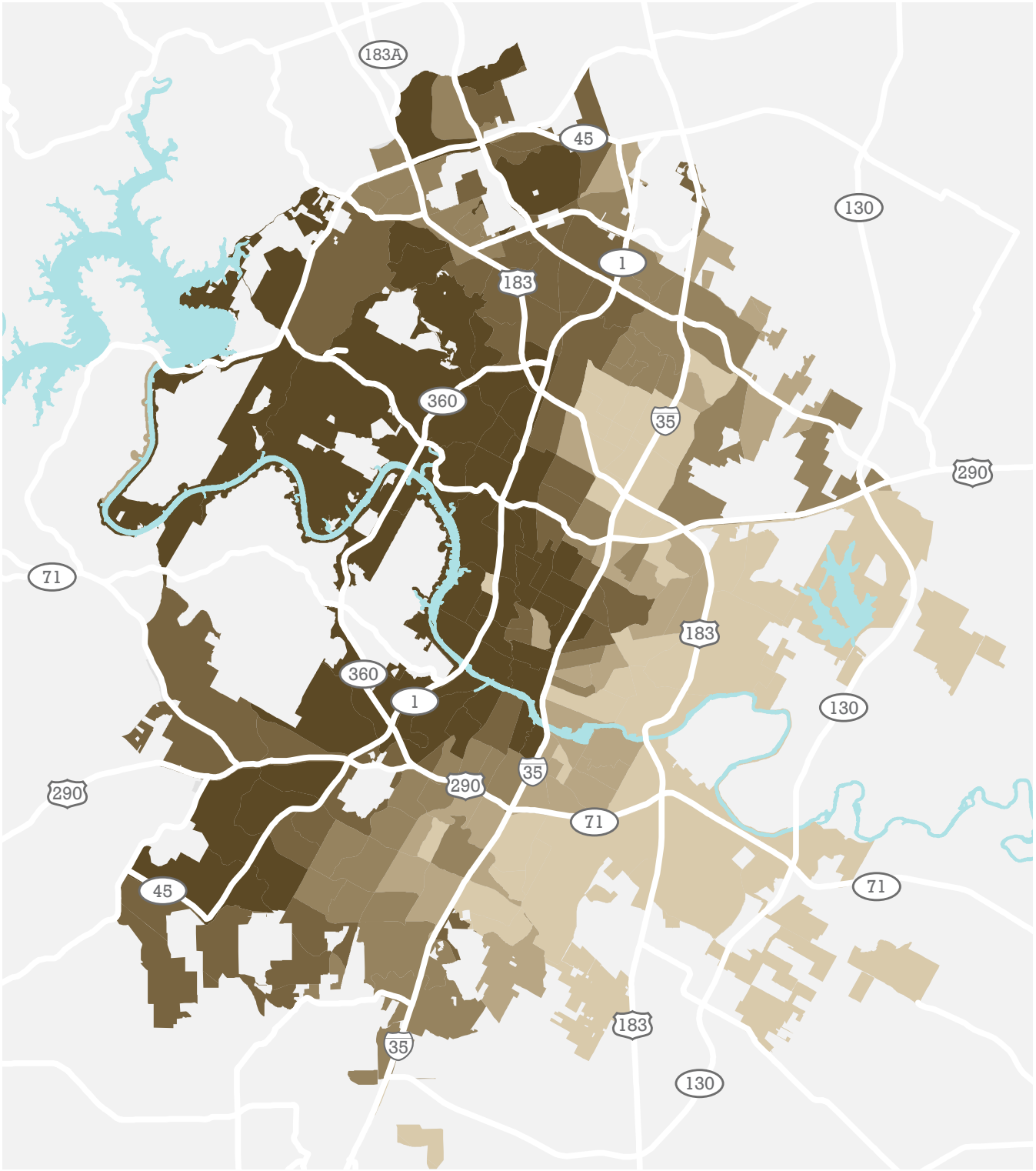
OUTCOME - EDUCATION

Educational attainment is clearly an important measure of upward mobility, as it provides access to higher earning potential and a wider range of employment opportunities. High degrees of educational attainment in an area can also provide incoming residents with access to positive role models and social networks which can assist residents as they seek upward mobility.

The Opportunity360 Education variable measures the share of people age 25 and older with a high school diploma, a college degree, or a higher degree.

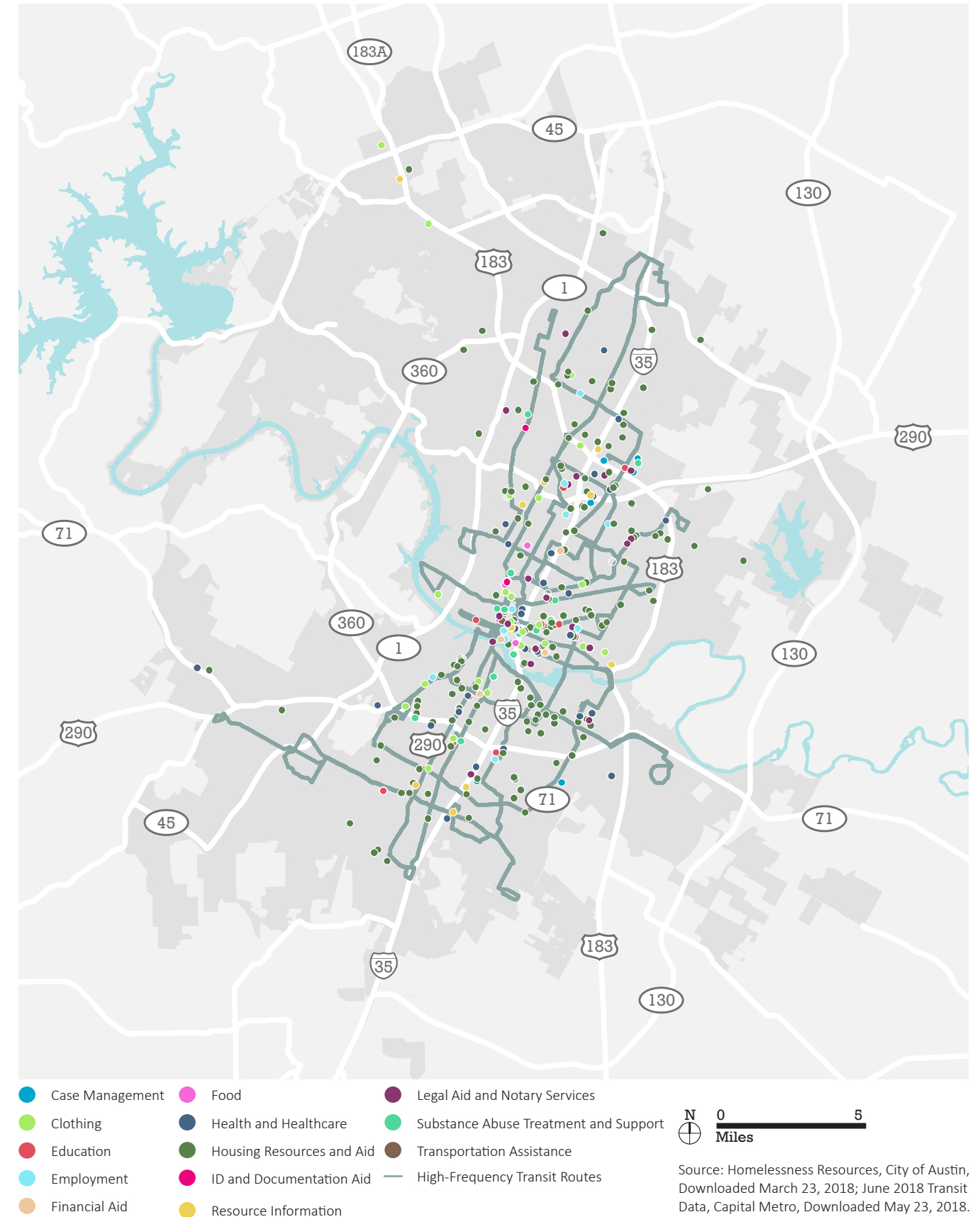
Educational attainment in Austin is concentrated in West Austin, while East Austin has Census tracts in the lowest quintile.

Outcome - Education



Source: Enterprise Opportunity360 Index, Downloaded March 28, 2018.

The map to the right illustrates the assets that are available and useful to people previously experiencing homelessness. Accessibility to resources such as social services and transit may help residents in Housing First programs continue to access services, obtain employment, socialize, or receive legal or medical assistance wherever these may be located throughout the community.



SCHOOL QUALITY

For families with school-aged children, a crucial measure of opportunity in a neighborhood is school performance. Access to high-performing schools provides educational and career opportunities to young residents of affordable housing.

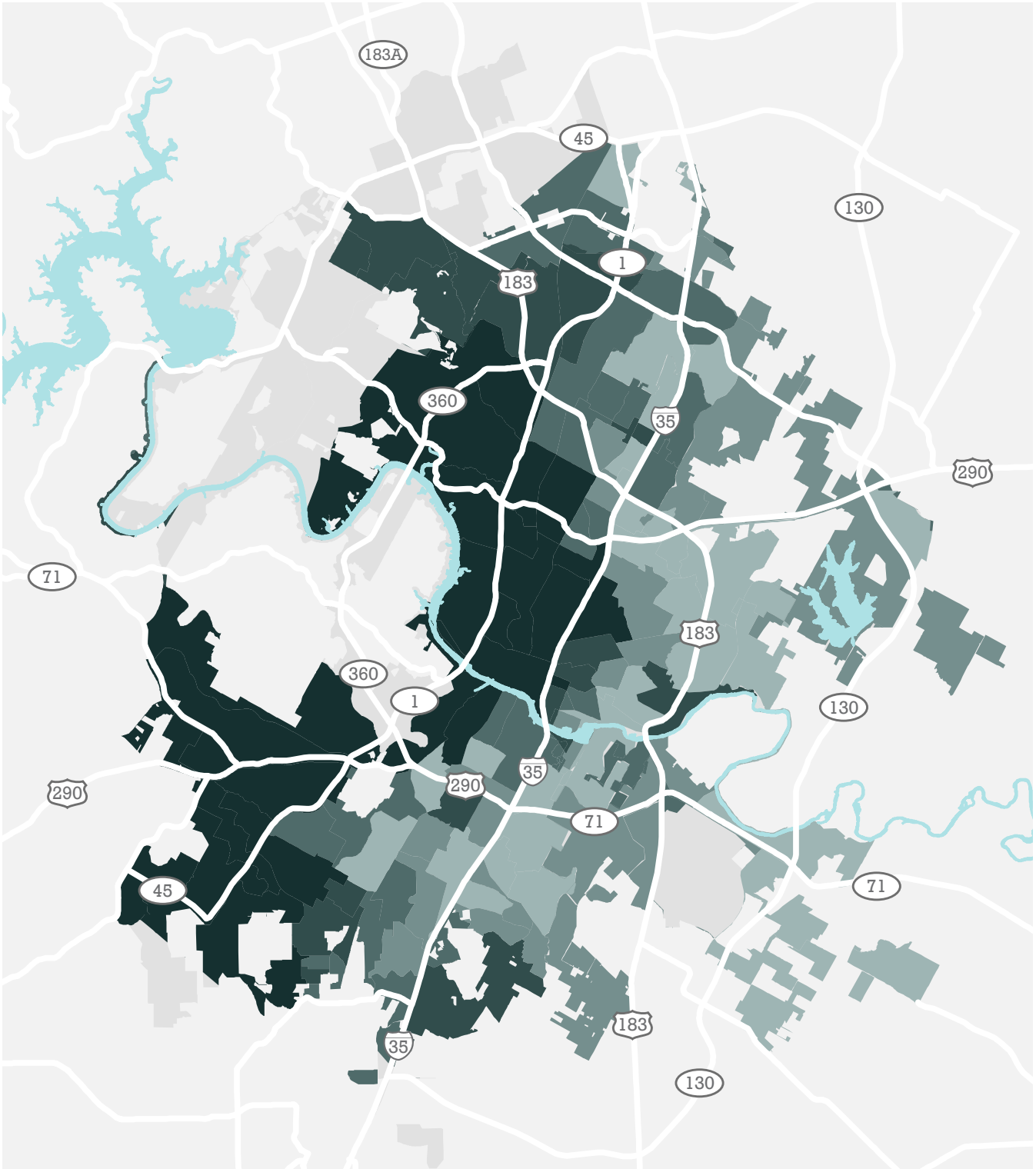
Each year, the Texas Education Agency (TEA) evaluates school district and campus performance and assigns each a letter grade based on overall performance. The agency looks at four indices: student achievement, student progress, measures for closing performance gaps, and postsecondary readiness.

As mentioned earlier in the Atlas, these measures go beyond the measure of school quality as evaluated in the Community Institutions variable of Opportunity360, as the detailed data provided by TEA allows for a more detailed analysis and comparison across the city.

The map on the right was created by merging elementary, middle, and high school catchment areas into a composite set of polygons. Each school ranking was assigned a core based on its letter grade, from 0 (“F”) to 12 (“A+”), and each catchment area was shaded based on a sum of scores within that area. The areas were then separated into quintiles on the basis of the cumulative scores, with darker shades indicating higher scores and therefore the presence of higher-performing schools.

Based on this analysis, West Austin has very high school quality relative to the rest of the city.

School Performance



1st Quintile (0 - 7)

2nd Quintile (8 - 14)

3rd Quintile (15 - 21)

4th Quintile (22 - 28)

5th Quintile (29 - 35)

NB: Detail on ranking method in text at left

Source: Austin Independent School District elementary, middle, and high school catchment areas, including Texas Education Agency rankings by school, Downloaded May 23, 2018.

N

0

5

Miles

CRIME AND PARK ACCESS

In order to provide a detailed analysis that further differentiates areas with higher and lower levels of opportunity, three more variables were added to the index: crime and proximity to open space.

Crime rates have been included in the Atlas as it is a significant factor in educational and health outcomes. Crime is associated with psychological, social, academic, and physical challenges, and the location of affordable housing should take this factor into account.

For example, a study on the Moving to Opportunity (MTO) program found that families that moved from high-poverty areas to higher-opportunity areas experienced significant improvements in health, including lower rates of obesity and lower levels of stress.¹

Another study examined the effects of violence on academic performance, and it found that children living in more violent neighborhoods fall farther behind their peers from safer neighborhoods, and that this effect is comparable in size to socioeconomic disadvantage.²

In addition, access to fresh foods and proximity to open space have significant effect on the health and wellbeing of residents, as both are integral to a healthy lifestyle.

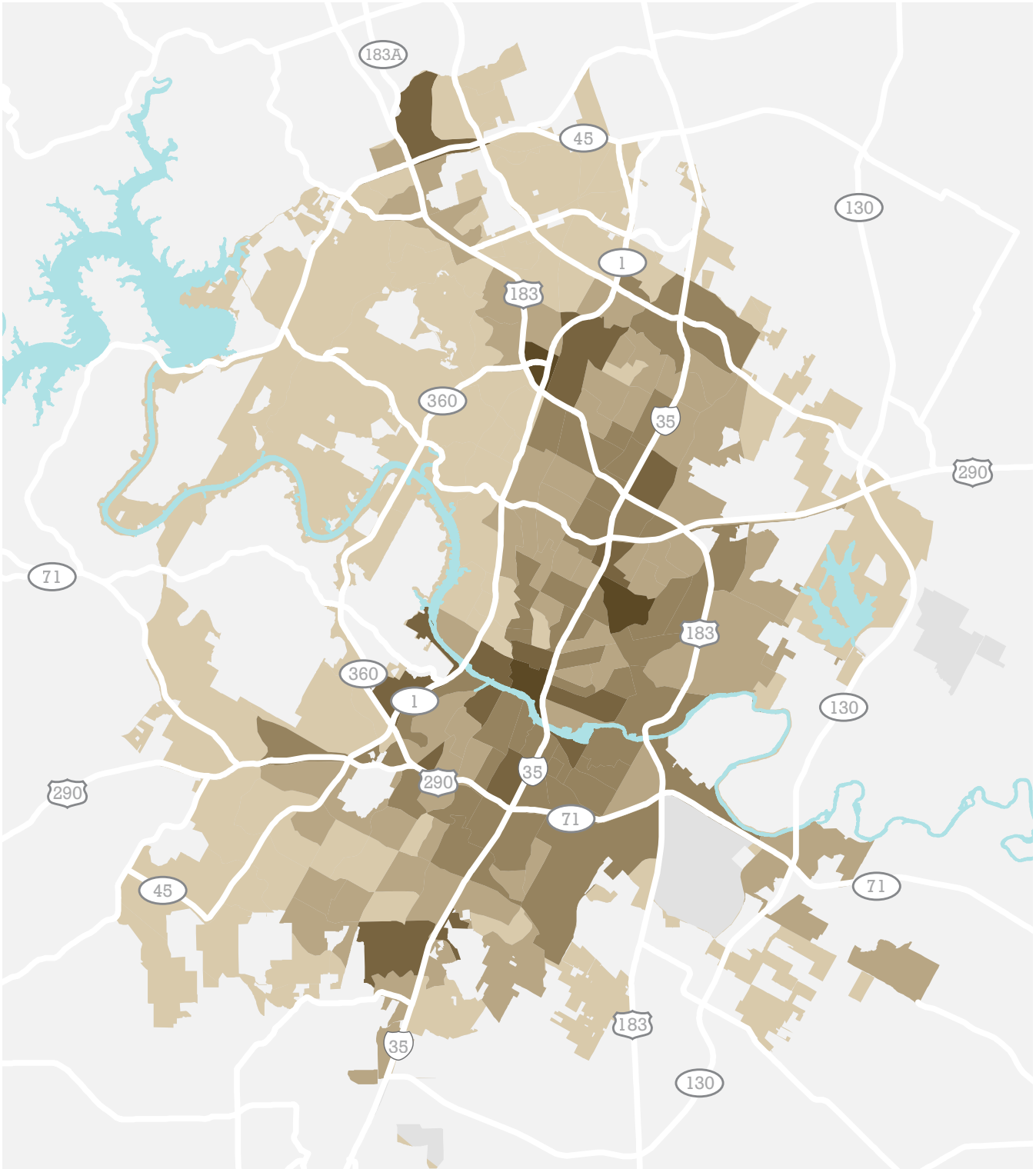
2016 crime data from the Austin Police Department was used to look at rates of property crime and violent crime per 1,000 people. The data was categorized using the Jenks optimization method, with lighter shades indicating lower crime rates and darker shades indicating higher crime rates. Based on this analysis, the city's core as well as parts of Northern Austin appear to have the highest crime rates, followed by Eastern Austin. Western Austin has the lowest rates of crime.

To analyze park access, 0.25-mile and 0.5-mile buffers were created around vertices of parks in Austin to represent 5-minute and 10-minute walksheds, respectively. The map on the following spread shows areas with relatively higher levels of park access by representing areas that are within a 0.25-mile radius in light blue and areas that are within a 0.5-mile radius in light gray. Park access appears to be distributed more evenly than many other variables in the Atlas, but concentrations of parks can be seen in central parts of the city.

1 Turner, M. A., & Briggs, X. D. (2017, February 01). Assisted Housing Mobility and the Success of Low-Income Minority Families: Lessons for Policy, Practice, and Future Research. Retrieved July 23, 2018, from <https://www.urban.org/research/publication/assisted-housing-mobility-and-success-low-income-minority-families-lessons-policy-practice-and-future-research>

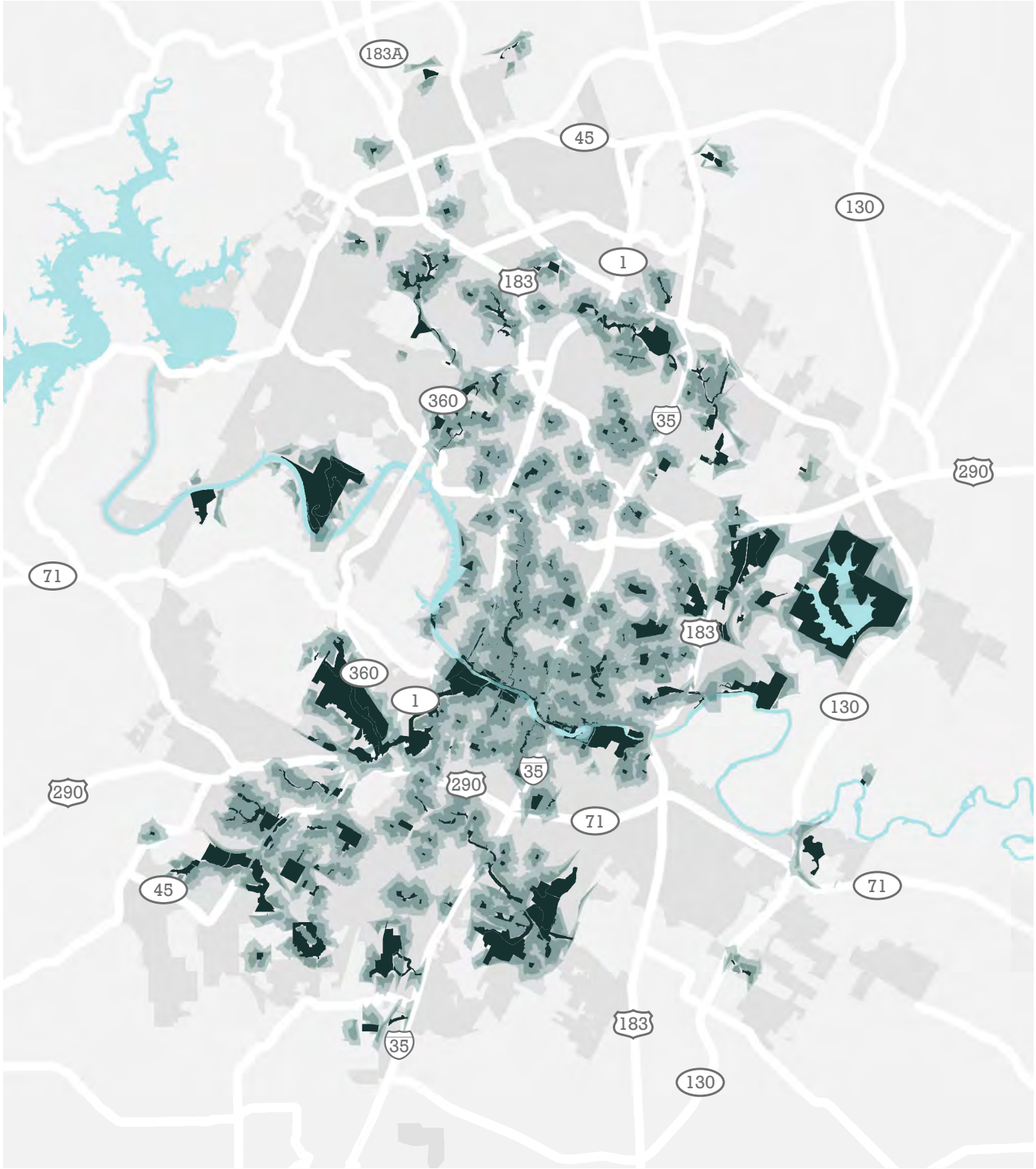
2 Burdick-Will, J. (2016). Neighborhood Violent Crime and Academic Growth in Chicago: Lasting Effects of Early Exposure. Social Forces, 95(1), 133-158. Retrieved July 23, 2018, from <https://academic.oup.com/sf/article-abstract/95/1/133/2427687?redirectedFrom=fulltext>.

Prevalence of Crime Per Capita



Source: 2016 Annual Crime Data, Austin Police Department, Downloaded July 24, 2018; American Community Survey 2016 ACS 5-Year Estimates.

Park Access Walksheds



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DISPLACEMENT RISK INDEX

As identified by the Strategic Housing Blueprint, many longstanding Austin residents are finding it difficult to remain in their homes due to a process of gentrification, in which higher-income households move into an area, which in turn increases property values and transforms the physical and cultural characteristics of the neighborhood and results in the displacement of lower-income residents.

The influx of new residents is compounded by stagnant wages for low-income Austinites that have not kept pace with rising housing costs, the reduction of federal and state subsidies allocated towards the creation of affordable housing, a general lack of housing stock for low- and middle-income households, and development pressures in certain communities.

The City has sought to stem this tide of displacement and launched an Anti-Displacement Task Force in 2018. The City Council has also commissioned a Gentrification Study by researchers at the University of Texas, which has been used to inform the findings of the Anti-Displacement Task Force.

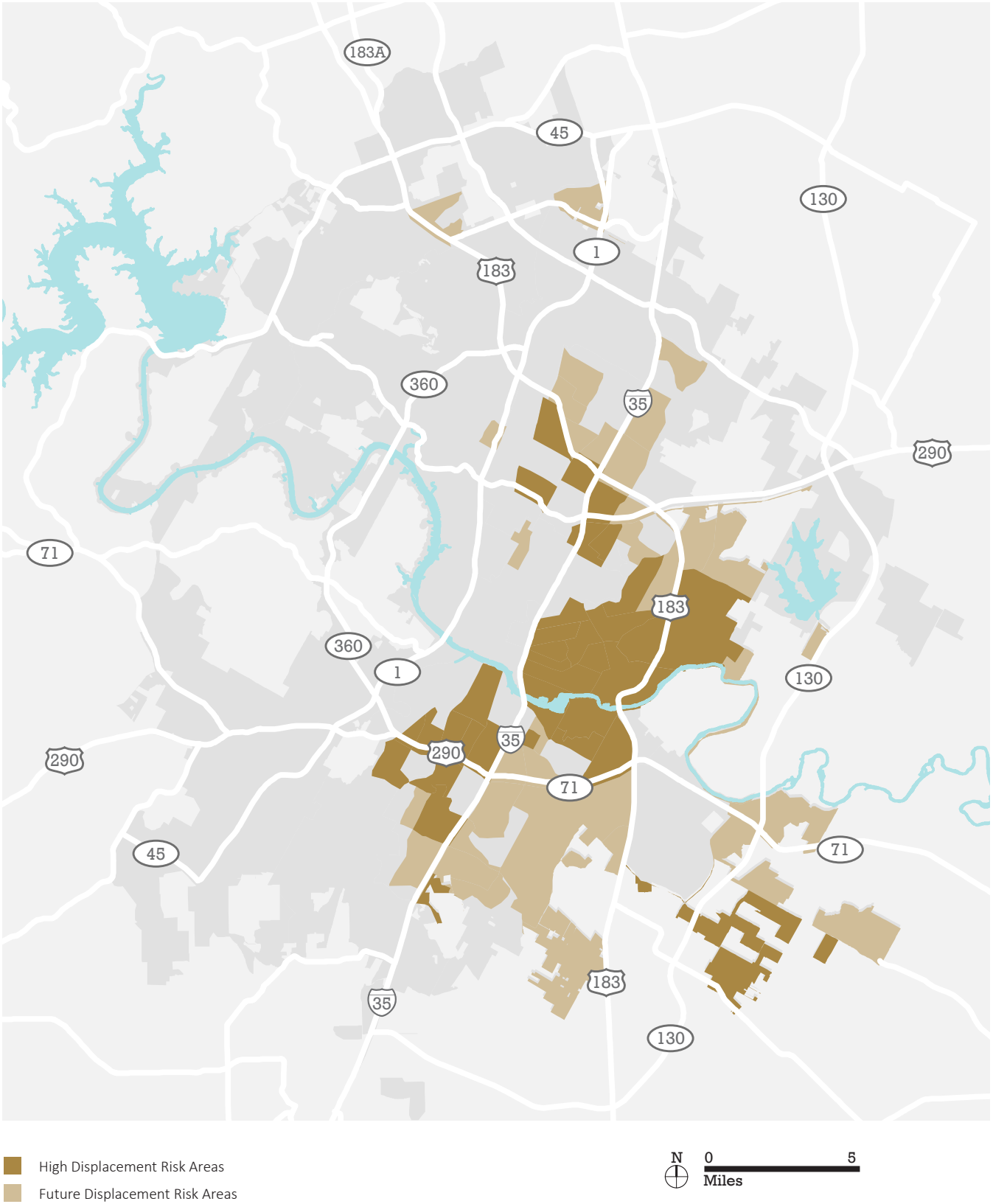
The University of Texas study identifies a spectrum of Census tracts that are in different stages of gentrification, and it also looks at the vulnerability of Census tracts to future gentrification.

The Atlas map of Displacement Risk to the right provides a simplified version of the University of Texas analysis by grouping Census tracts into two categories:

- High Displacement Risk Areas include all areas that are actively experiencing gentrification;
- Future Displacement Risk Areas are vulnerable to gentrification but not yet experiencing changes in market, income, and population characteristics

The generalized Atlas classifications at right will be useful for monitoring projects and land acquisition at a portfolio level to ensure that housing preservation is concentrated in areas with the highest need. The detailed classifications that the University of Texas has developed showing the different stages of gentrification, shown on the following pages, will be useful in directing investment at a project-by-project level.

Displacement Risk



Source: Mueller, Elizabeth; Heather K. Way, and Jake Wegmann. UT Austin Gentrification Study. 2018. Downloaded May 25, 2018.

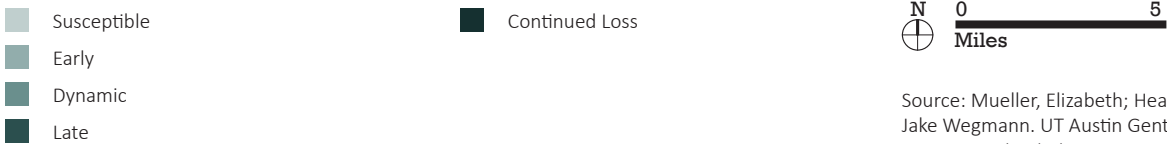
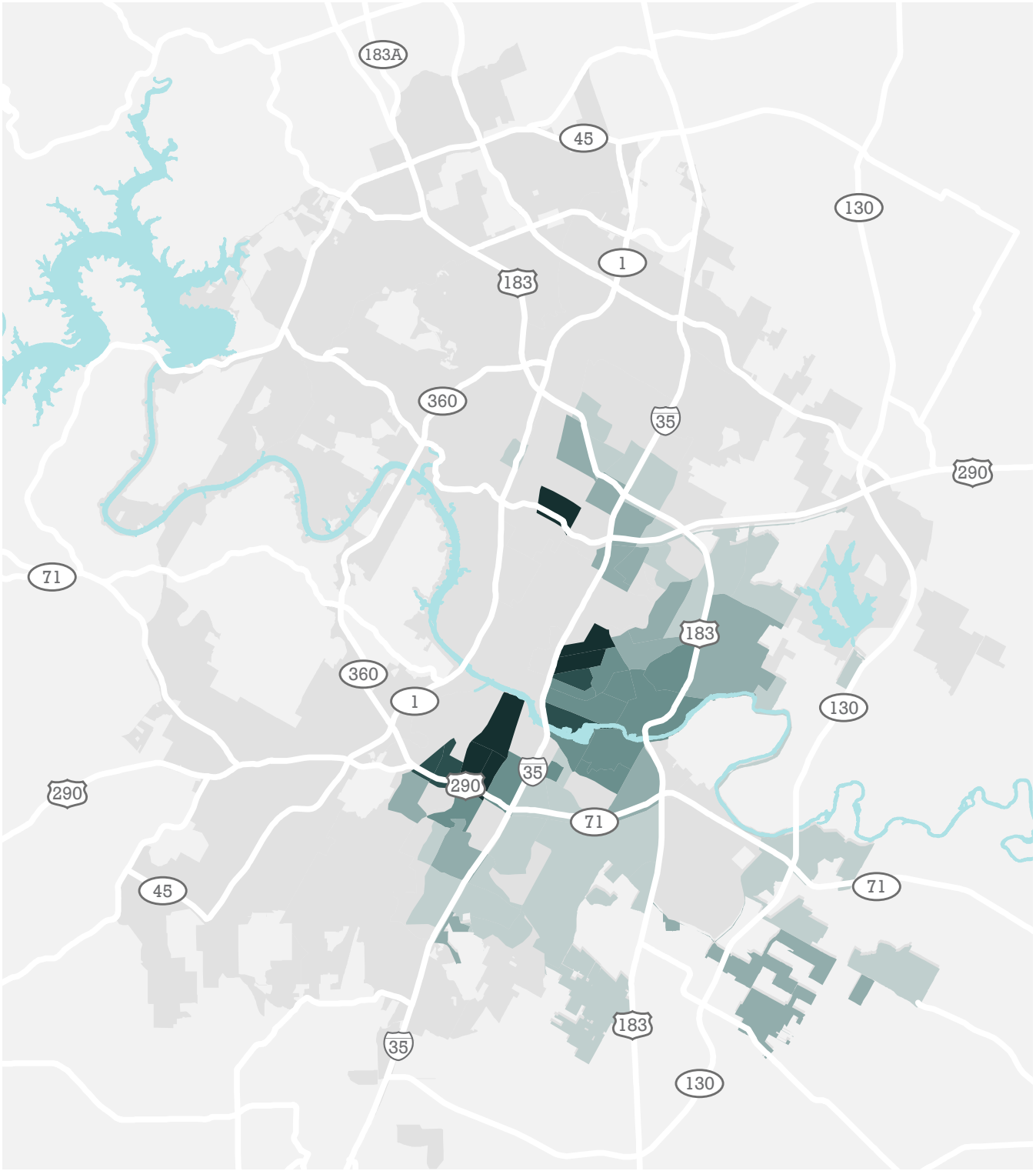
ACTIVELY GENTRIFYING AREAS

The University of Texas Gentrification Study identified areas that are in the process of gentrifying by examining real estate market change combined with changes in income, and racial and ethnic composition, among other factors.

The Census tracts identified on the map at right are all actively gentrifying or likely to begin gentrifying soon, according to the University of Texas researchers' methodology. Gentrifying tracts are categorized as Susceptible, Early, Dynamic, Late, and Continued Loss, in order of least to most gentrified.

In the Atlas map on the previous page, all Active Gentrifying Areas identified in the map except for those Census tracts identified as "Susceptible" are classified as High Displacement Risk Areas. Those tracts identified by the UT study as "Susceptible" are classified as Future Displacement Risk Areas.

Actively Gentrifying Areas



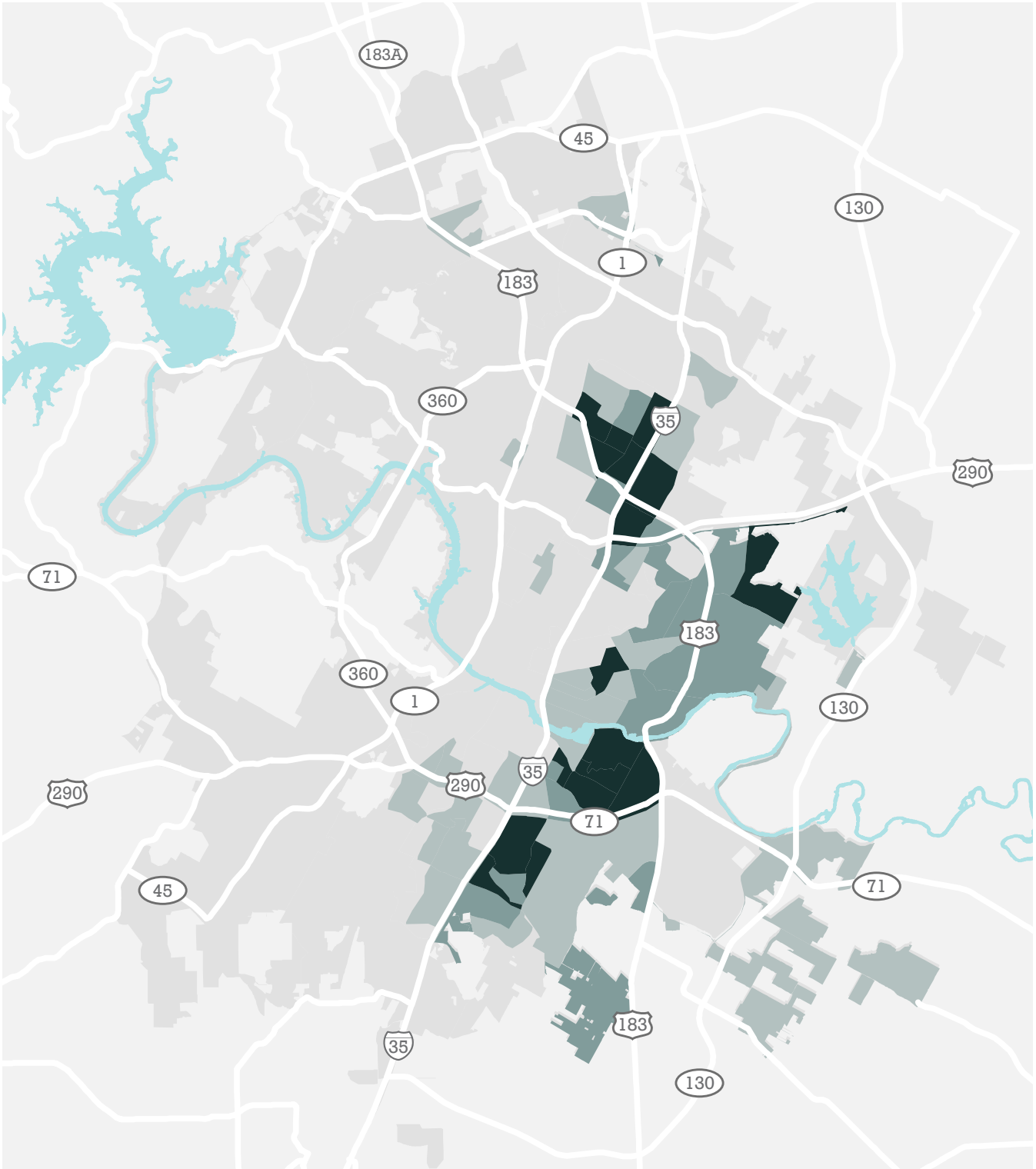
Source: Mueller, Elizabeth; Heather K. Way, and Jake Wegmann. UT Austin Gentrification Study. 2018. Downloaded May 25, 2018.

VULNERABLE AREAS

The University of Texas Gentrification Study also classified neighborhoods’ susceptibility to gentrification based on vulnerability factors in each Census tract by looking at income, educational attainment, racial makeup, resident tenure, and childhood poverty rates.

The map to the right highlights tracts identified by the University of Texas study as vulnerable to gentrification. While there is a great deal of overlap with the actively gentrifying areas, some additional Census tracts that are not actively gentrifying are still classified as vulnerable to future gentrification and displacement. The Atlas map classifies these vulnerable, but not actively gentrifying, census tracts as Future Displacement Risk Areas.

Vulnerable Areas



- Vulnerable
- More Vulnerable
- Most Vulnerable



Source: Mueller, Elizabeth; Heather K. Way, and Jake Wegmann. UT Austin Gentrification Study. 2018. Downloaded May 25, 2018.

ENVIRONMENTAL INDEX

The goal of the Environmental Index is to identify key environmental risks that could preclude the development of new affordable housing in certain areas, or require a due-diligence process to show that risks have been mitigated. The index maps highways, floodplains, and environmentally hazardous sites and recommends opportunities to mitigate negative consequences for future residents of affordable housing.

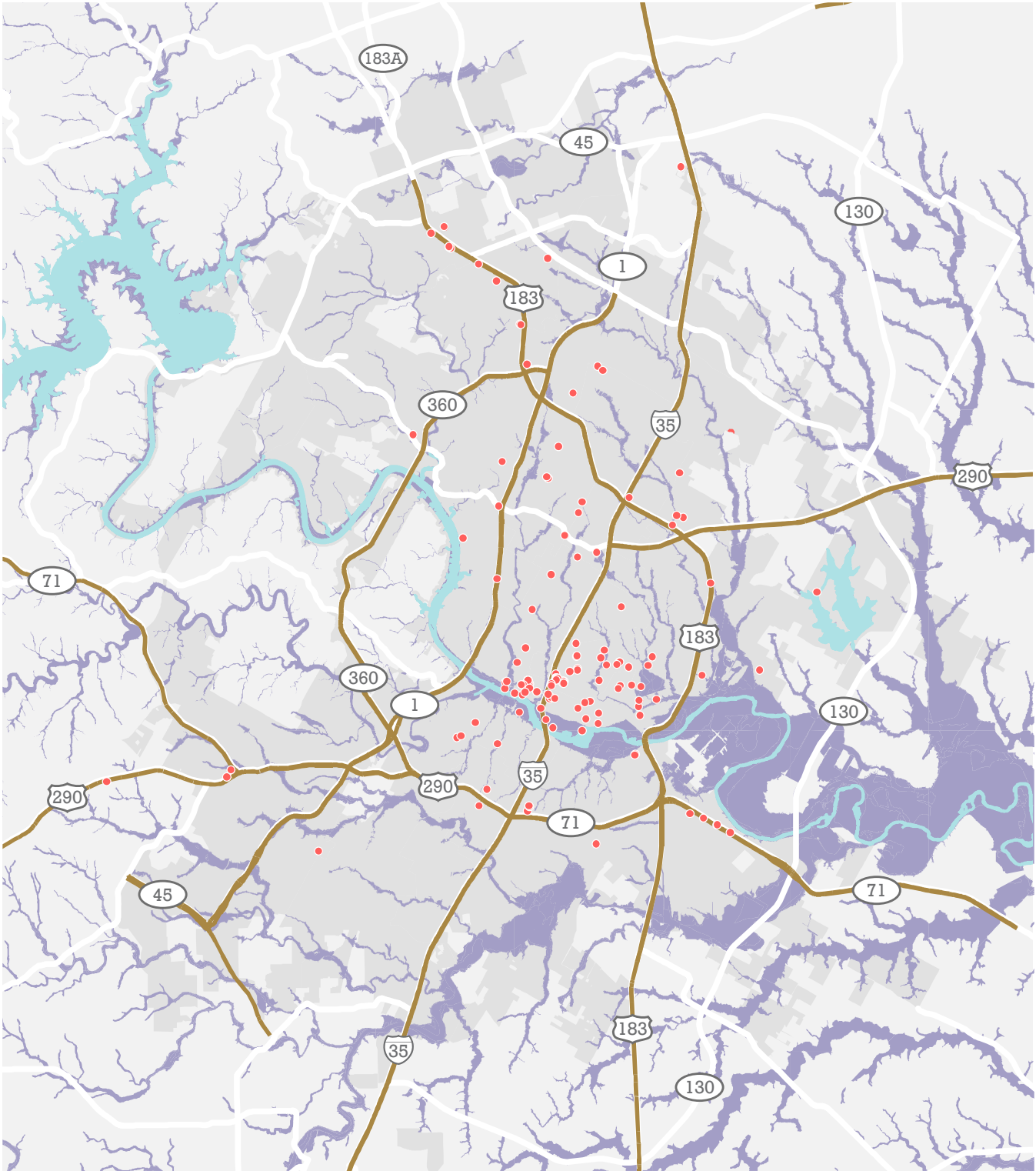
Highways: Living near a highway with heavy traffic has been shown to induce negative health impacts through pollution, including asthma attacks for children, impaired lung function, and cardiovascular diseases. Based on guidelines on recommended residential proximity to freeways and high-traffic roads, a **500-foot buffer** was added along major highways within the Environmental Index map on the following page. Air quality testing should be conducted prior to building affordable housing units within this buffer zone.³

Floodplains: Flood risks are increasing due to the severe storms and unpredictable weather events associated with climate change. The Federal Emergency Management Agency designates “100-year floodplains,” or areas that theoretically have a 1% chance of flooding in any given year, and “500-year floodplains,” which theoretically have an 0.2% chance of flooding in any given year. Emerging evidence suggests that flood risk maps have not kept pace with constantly changing urban contexts and the impacts of climate change, and that even housing in 500-year floodplains may be at significantly increased risk of flooding at the present time. Therefore, the Environmental Index map incorporates the **500-year floodplain**. To avoid unnecessary risks to residents’ safety and to help ensure preservation of affordable housing stock, no new affordable housing should be developed within the 500-year floodplain area.

Environmentally Hazardous Sites: Environmentally hazardous sites have real or suspected contamination problems and require intervention and major environmental remediation. They can harm the health of a community by contaminating the soil, air, and water resources in the area. Hazardous sites include dry cleaner facilities, Voluntary Cleanup Program (VCP) sites, Leaking Petroleum Storage Tanks (LPST), Innocent Owner or Operator (IOP) sites, Industrial and Hazardous Waste Corrective Action (IHWCA) Program sites, and Brownfield sites. A **500-foot buffer** was added around these sites, which should be remediated prior to affordable housing construction in their proximity.

3 Koch, K. (2009, December 14). A Proximity and Environmental Justice Analysis of Industrial Lands in Austin, Texas [Scholarly project]. In The University of Texas at Austin School of Architecture. Retrieved July 17, 2018, from https://soa.utexas.edu/sites/default/disk/Kymerlie_Koch_Final.pdf

Environmental Risk



500-Year Floodplains
Highways with 500-Foot Buffer
Environmentally Hazardous Sites with 300-Foot Buffer (Dry Cleaner Facilities, Voluntary Cleanup Program (VCP) sites, Leaking Petroleum Storage Tanks (LPST), Innocent Owner or Operator (IOP) sites, Industrial and Hazardous Waste Corrective Action (IHWCA) Program sites, Brownfield sites)



Source: Texas Commission for Environmental Quality Public Information Request, Downloaded June 11, 2018; Floodplains: Greater Austin FEMA Floodplain, City of Austin, Downloaded March 2016; Highways: City of Austin, Downloaded 2017.

PART 2.CORRIDOR ANALYSIS



CORRIDOR ANALYSIS

The Corridor Housing Preservation Tool was created with rapidly developing or gentrifying metropolitan areas in mind, where affordable housing needs to be carefully considered in planning processes. The tool is intended to help incorporate affordable housing in community development, housing, and transportation planning efforts. Per Austin City Council Resolution 20170413-025, this tool was used to analyze housing pressures near the 2016 Mobility Bond Construction Eligible Corridors and Preliminary Engineering and Design Corridors/Critical Arterials and set affordable housing goals for the corridors.

The tool addresses three key questions:

- 1) How much transit access to jobs does a corridor provide to low income residents?
- 2) How many affordable rental units are vulnerable to redevelopment?
- 3) How intense is the development pressure?

Each of these questions can be answered for any defined geographic area larger than a census block group using indicators that are defined in the tool methodology. These indicators are described in brief below:

INDICATOR 1: TRANSIT ACCESS TO LOW/MEDIUM WAGE JOBS

This indicator measures the quality of life benefits for low-income renters generated by living in a particular urban corridor. Access to jobs is of prime importance to working-age residents. This indicator focuses on accessibility from a corridor to low and medium wage jobs within a 45-minute transit trip.

Data on job accessibility via transit was obtained from the U.S. Environmental Protection Agency’s Smart Location Database. This data has been incorporated into the shapefile. It’s important to keep monitoring this dataset to update it when new information is available.

The tool calculates the average block group job accessibility for each corridor, weighted by the share of low/medium wage jobs in the corridor’s transit shed:

Low and medium wage jobs in corridor transit shed

Total jobs in corridor transit shed

×

Average accessible jobs within a 45 minute transit trip

INDICATOR 2: AFFORDABLE HOUSING VULNERABILITY

Rental units that are not protected by subsidies or legal income restrictions may be vulnerable to demolition, redevelopment, or marketing to higher income groups. This indicator helps in calculating the density of affordable housing units along a transit corridor that may be vulnerable to such pressures.

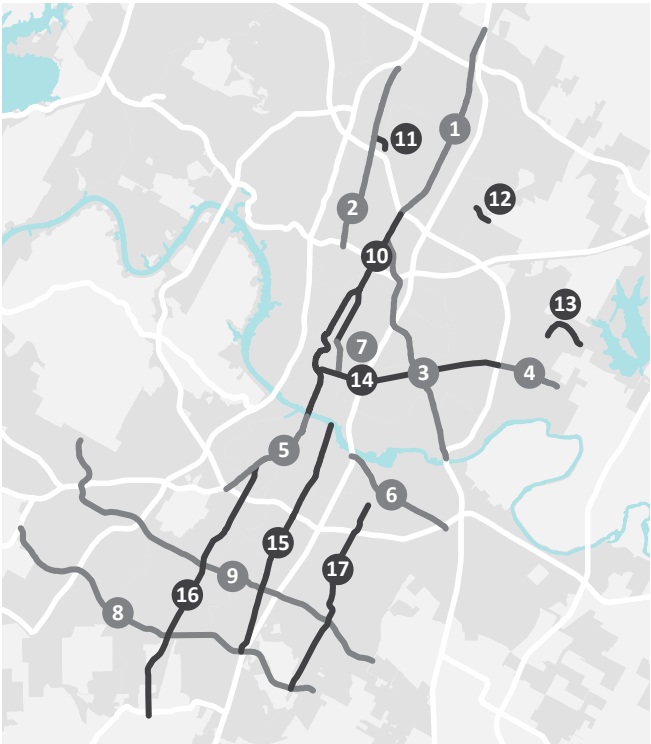
To calculate Indicator 2, the tool measures the number of rental units vulnerable to redevelopment per acre in each corridor. This is equal to the total estimated number of affordable rental housing units without legal income restrictions or other means of preservation in each corridor. The result is divided by the number of acres in the corridor and then reclassified to a 1-10 scale.

Total estimated affordable rental units - Affordable units with protected subsidies

Corridor buildable area

INDICATOR 3: DEVELOPMENT PRESSURE

To evaluate the development pressure for each corridor, the tool multiplies the percentage of multifamily land area predicted to redevelop in the next five years by the current value of redevelopment activity, and then divides this value by the area of the corridor to account for differences in size.



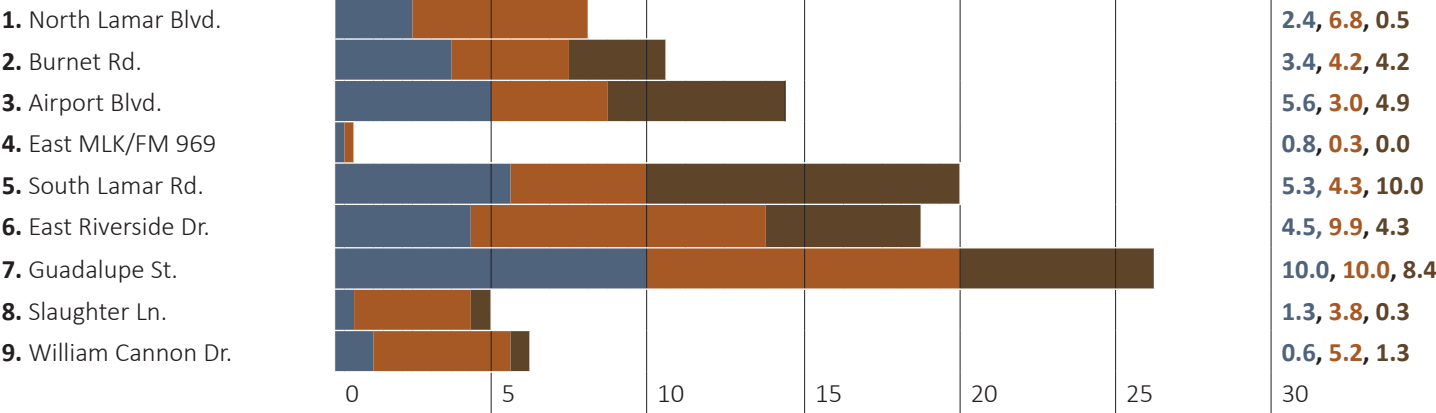
Left: Map of 2016 Mobility Bond Construction Eligible Corridors and Preliminary Engineering and Design Corridors/Critical Arterials.

Below: Summary of the three Corridor Housing Preservation indices for each corridor.

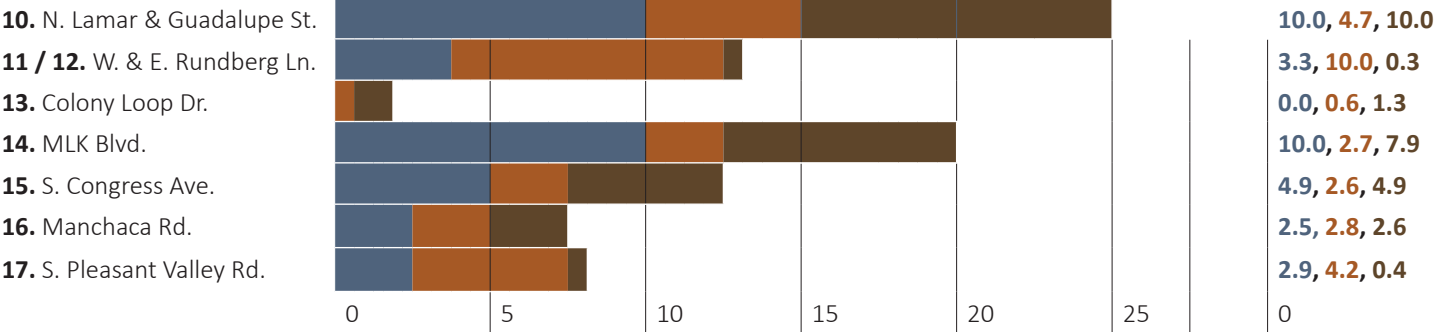
RESULTS OF CORRIDOR ANALYSIS

The three above indicators were measured for each of the 2016 Mobility Bond Construction Eligible Corridors and Preliminary Engineering and Design Corridors/Critical Arterials. The results are summarized on the following page. More detail and maps on the Construction Eligible Corridors and Preliminary Engineering and Design Corridors/Critical Arterials results are available in the rest of this Corridor Analysis section.

Construction Eligible Corridors

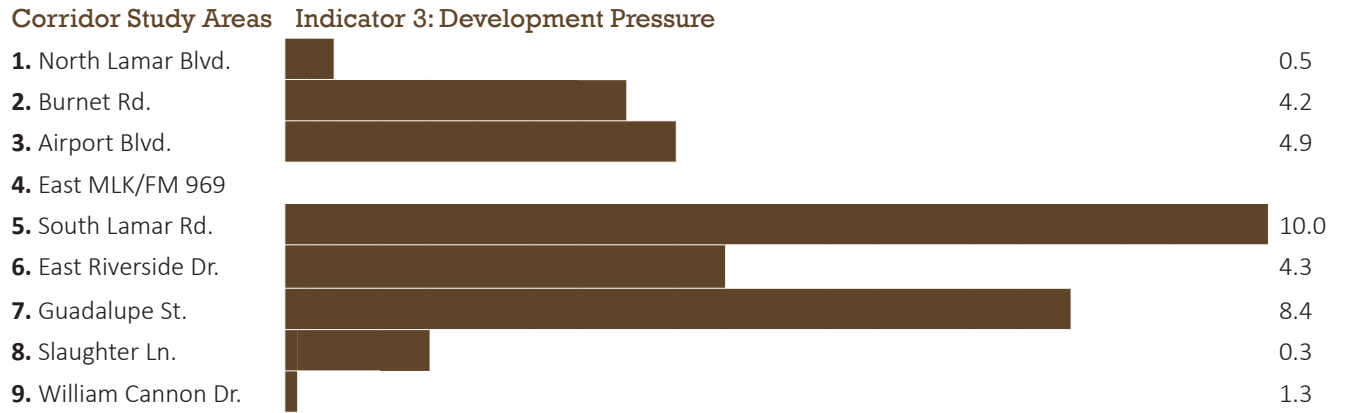
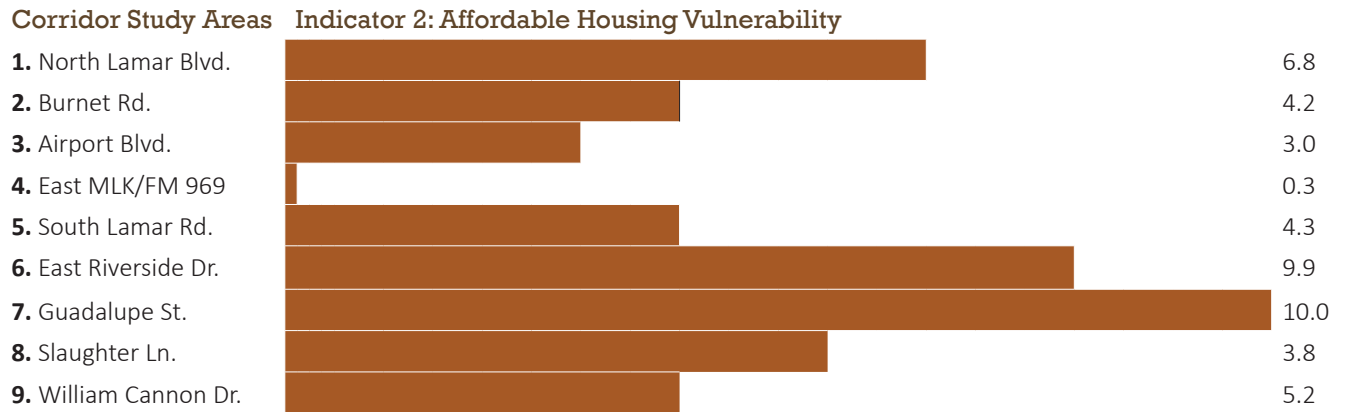
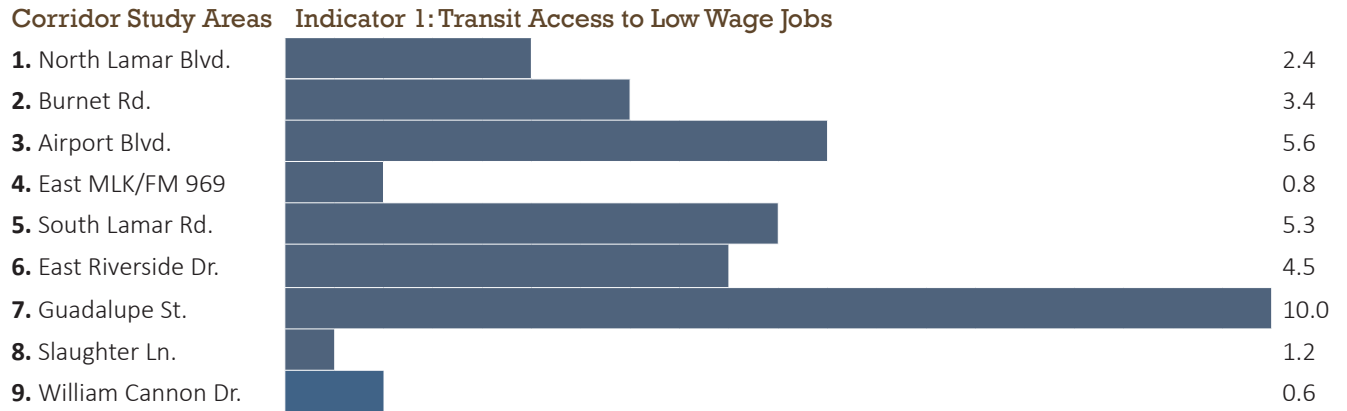


Preliminary Engineering and Design Corridors/Critical Arterials

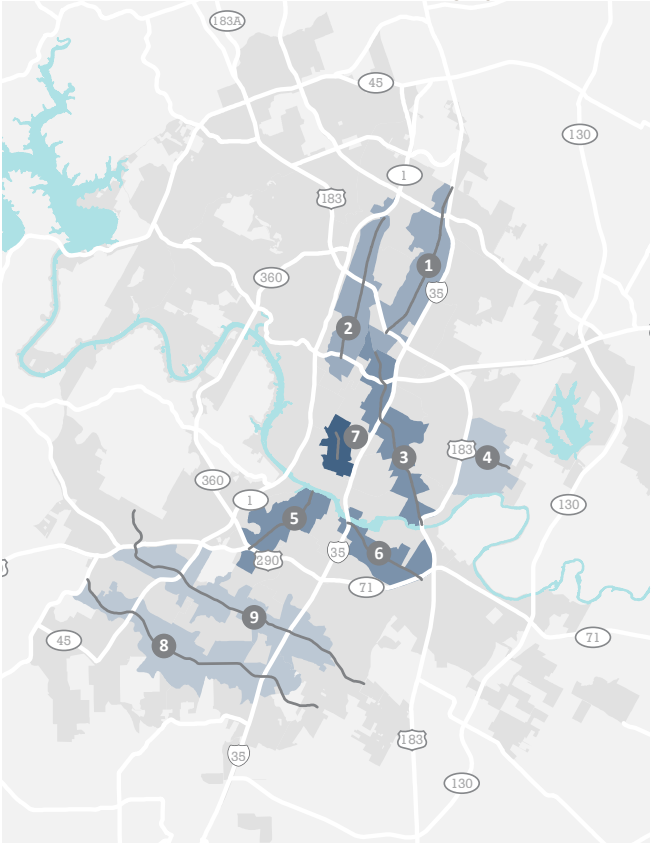


CONSTRUCTION ELIGIBLE CORRIDORS

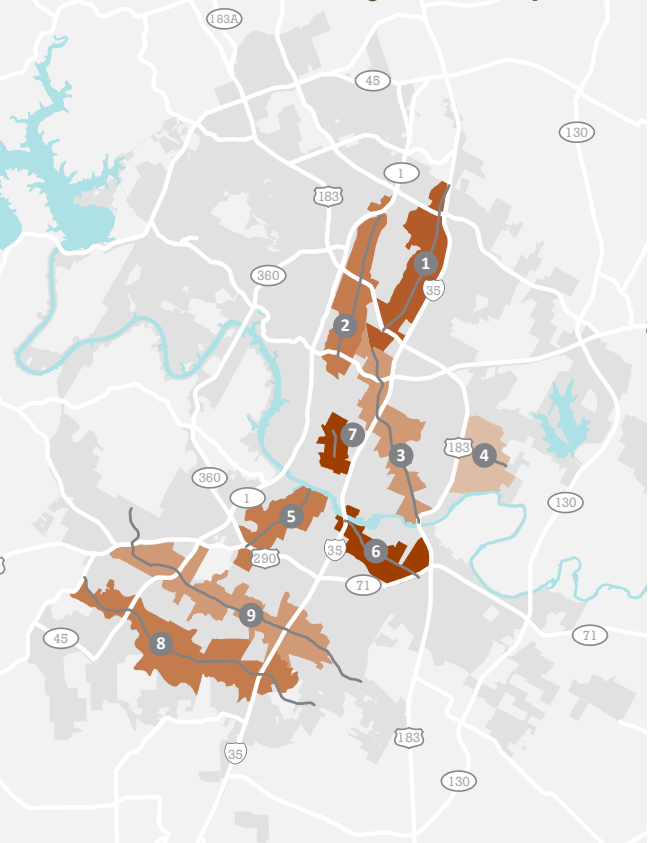
The Corridor Housing Preservation Tool results for the 2016 Mobility Bond Construction Eligible Corridors are shown below and mapped on the facing page. These corridors are likely to experience market change upon completion of the Mobility Bond investments and are therefore priority areas for affordable housing preservation and production. The Corridor Housing Preservation Tool indices have been used to craft numerical goals for housing preservation and production along each corridor; the goals are incorporated in Action I.8.A of the Strategic Housing Blueprint Implementation Plan.



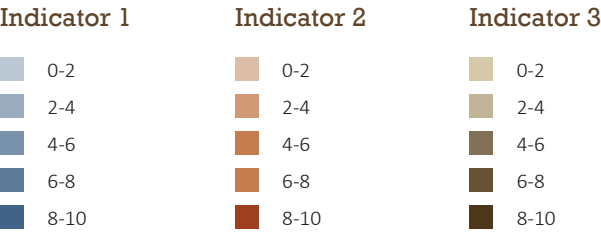
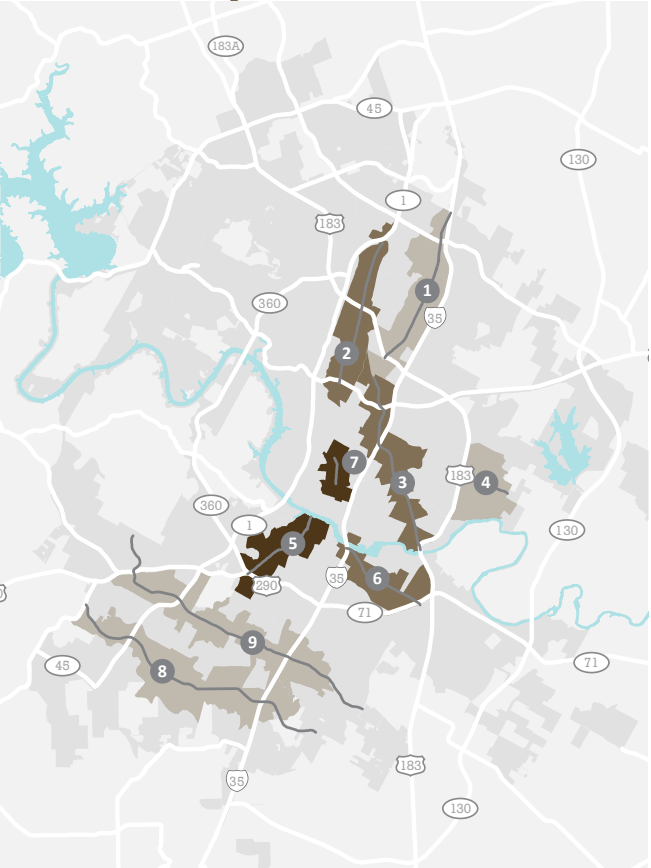
Indicator 1: Transit Access to Low Wage Jobs



Indicator 2: Affordable Housing Vulnerability

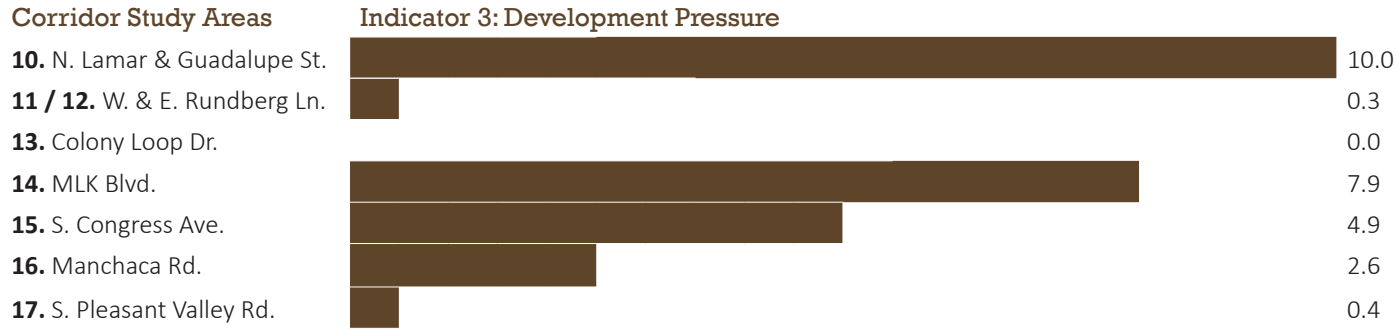
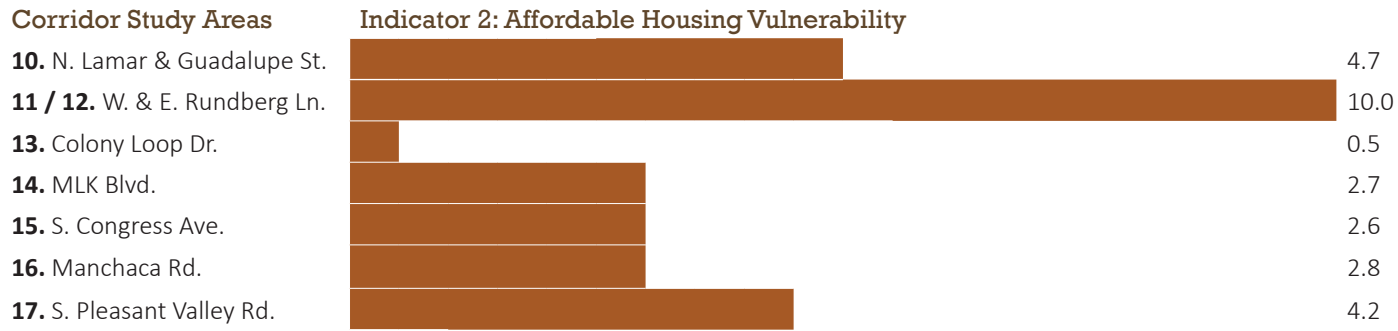
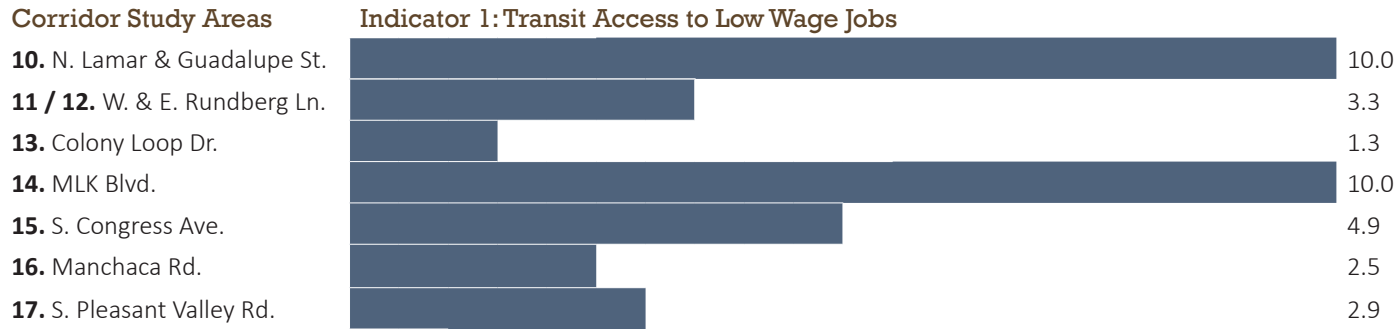


Indicator 3: Development Pressure

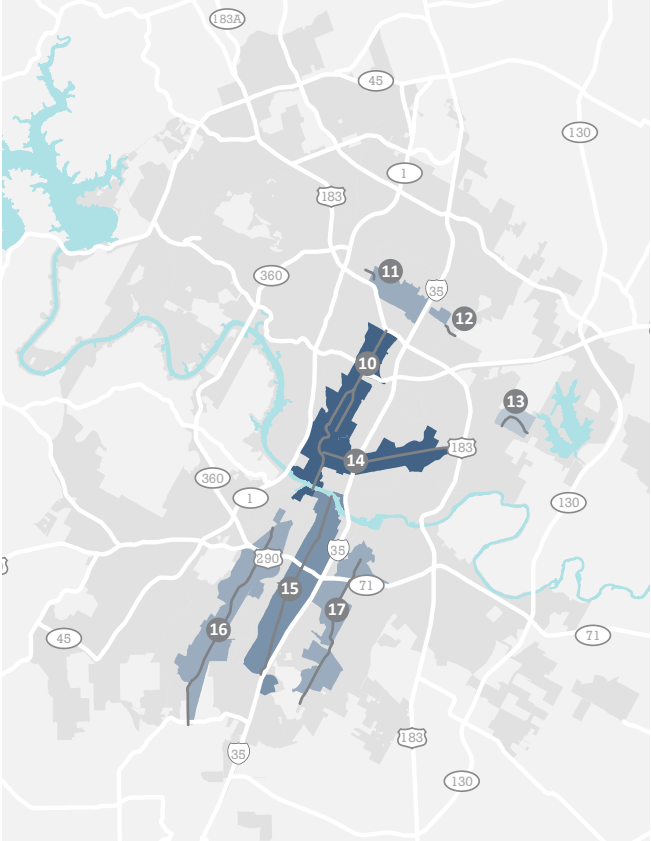


PRELIMINARY ENGINEERING AND DESIGN CORRIDORS/CRITICAL ARTERIALS

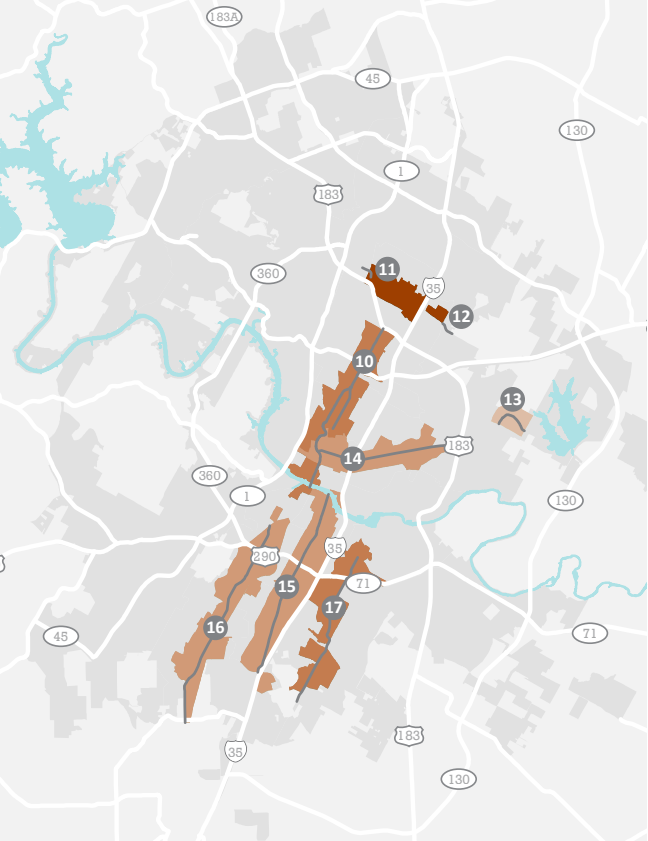
The Corridor Housing Preservation Tool results for the 2016 Mobility Bond corridors on which the City of Austin is conducting preliminary engineering and design are shown below and mapped on the facing page. Construction on these corridors is not funded through the 2016 Mobility Bond, but may be implemented as future funding sources become available. Housing production and preservation goals for these corridors are incorporated in Action I.8.A of the Strategic Housing Blueprint Implementation Plan.



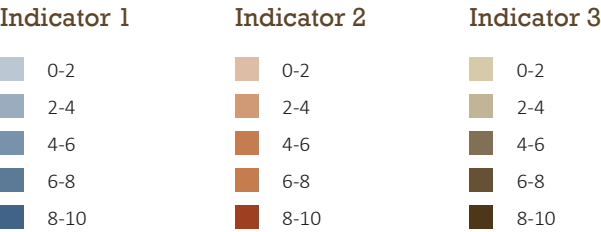
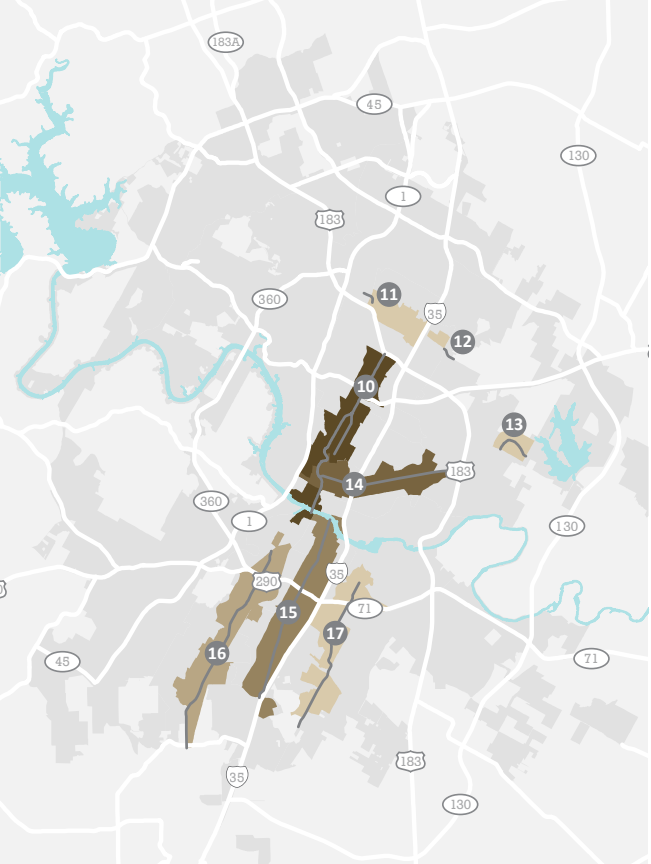
Indicator 1: Transit Access to Low Wage Jobs



Indicator 2: Affordable Housing Vulnerability



Indicator 3: Development Pressure



PART 3. APPLYING THE ATLAS



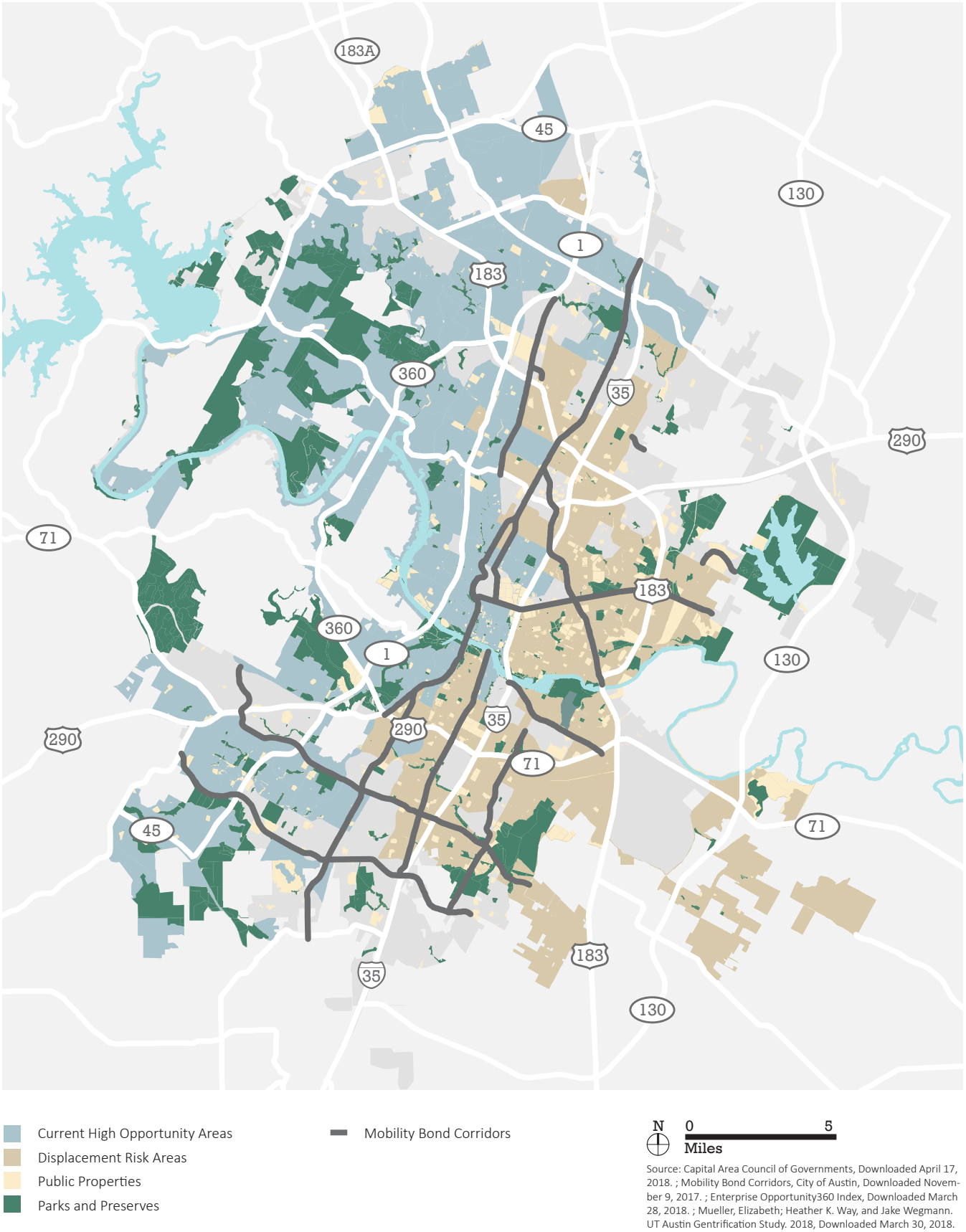
PUBLIC PROPERTIES

Per Objective III.5 of the Strategic Housing Blueprint Implementation Plan, the Austin City Council should set policy that construction of affordable housing will always be considered when the City makes decisions regarding disposition of publicly owned land. To make the shift from policy to practice, this map situates public properties in relation to high-opportunity areas, to areas with high displacement risk, and to Mobility Bond Corridors, which function as major job and transit centers and are sites of future investment.

Public properties within the City of Austin are owned by a range of entities, including the State of Texas, Travis County, Capital Metro, and school districts. As these entities consider disposition of properties that are either underutilized or capable of accommodating more intensive development than currently exists on the site, they can turn to this map as a resource.

Public land within high-opportunity areas may be particularly well-suited to affordable housing production because property in these neighborhoods is otherwise expensive to acquire. Within areas of high displacement risk, producing affordable housing on publicly owned sites can help mitigate such vulnerabilities. Additionally, publicly owned sites situated near mobility bond corridors, residents of affordable housing would benefit from transportation and job access.

Public Properties



MARKET-RATE AFFORDABLE

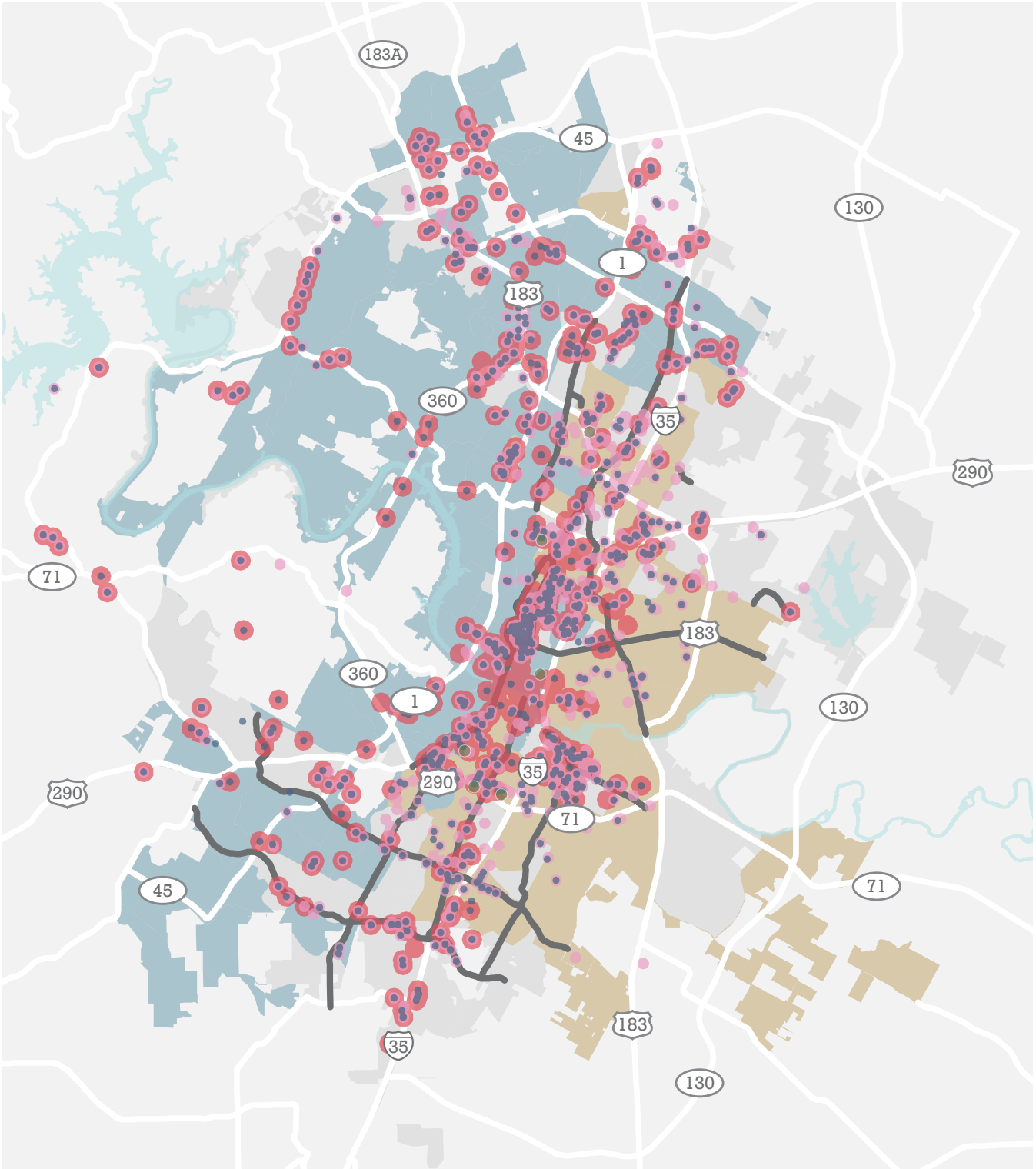
Preservation of existing, naturally occurring affordable housing in the City is a recognized priority for Austin communities, given Affordable Central Texas’ recent funding to acquire, renovate, and manage such properties. This map highlights existing, market-rate affordable rental units for households at 120% or less of median family income. It serves as a tool to identify units in relation to high-opportunity areas, to areas at risk of displacement risk, and to mobility bond corridors — major transit and job hubs, as well as areas slated for future investment.

Action II.1.B in the Strategic Housing Blueprint Implementation Plan provides further detail on the recommended approach for acquiring, renovating, and managing existing, market-rate affordable units. This map can help ensure that the Austin community strategically acquires its first 1,000 units targeted for preserved affordability to households in the 60-120% median family income range.

The data on market-rate affordable units highlighted was provided by CoStar, and drawn in March 2018 — providing a relatively recent look at rental market values throughout the city. The threshold for affordability to households at 120% of median family income or lower translates to rent of \$2,050 per month and below. Organized into quintiles, the data demonstrates the presence of more expensive market-rate affordable rental units in the transit- and job-connected core of the city.

As with previous maps in this section, those market-rate affordable rental units with proximity to high-opportunity area, areas with high displacement risk, and/or mobility bond corridors may need to be prioritized for preservation. Given the likelihood of increasing rental values in the coming months and years, securing the affordability of units in these areas will be critical in the near term.

Market-Rate Affordable Properties



■ Current High Opportunity Areas

■ Displacement Risk Areas

— Mobility Bond Corridors

Market-Rate Affordable Units by Monthly Rent

- Rent \$0 — \$500
- Rent \$201 — \$1,050
- Rent \$1,051 — \$1,350
- Rent \$1,351 — \$2,050
- Rent \$2,051 — \$2,500

N

0 5 Miles

Source: CoStar Data, March 12, 2018. ; Enterprise Opportunity360 Index, Downloaded March 28, 2018. ; Mueller, Elizabeth; Heather K. Way, and Jake Wegmann. UT Austin Gentrification Study. 2018. Downloaded March 30, 2018.; Mobility Bond Corridors, City of Austin, November 9, 2017.

LOW-INCOME HOUSING TAX CREDIT (LIHTC) PROPERTIES

Just as with market-rate affordable properties, affordable housing produced through the Low-Income Housing Tax Credit (LIHTC) program can also be vulnerable to expiration over time. This map highlights LIHTC properties throughout the city in relation to their expiration status. Those more vulnerable to rent destabilization can be targets for preserved affordability through the use of the Strike Fund or other resources.

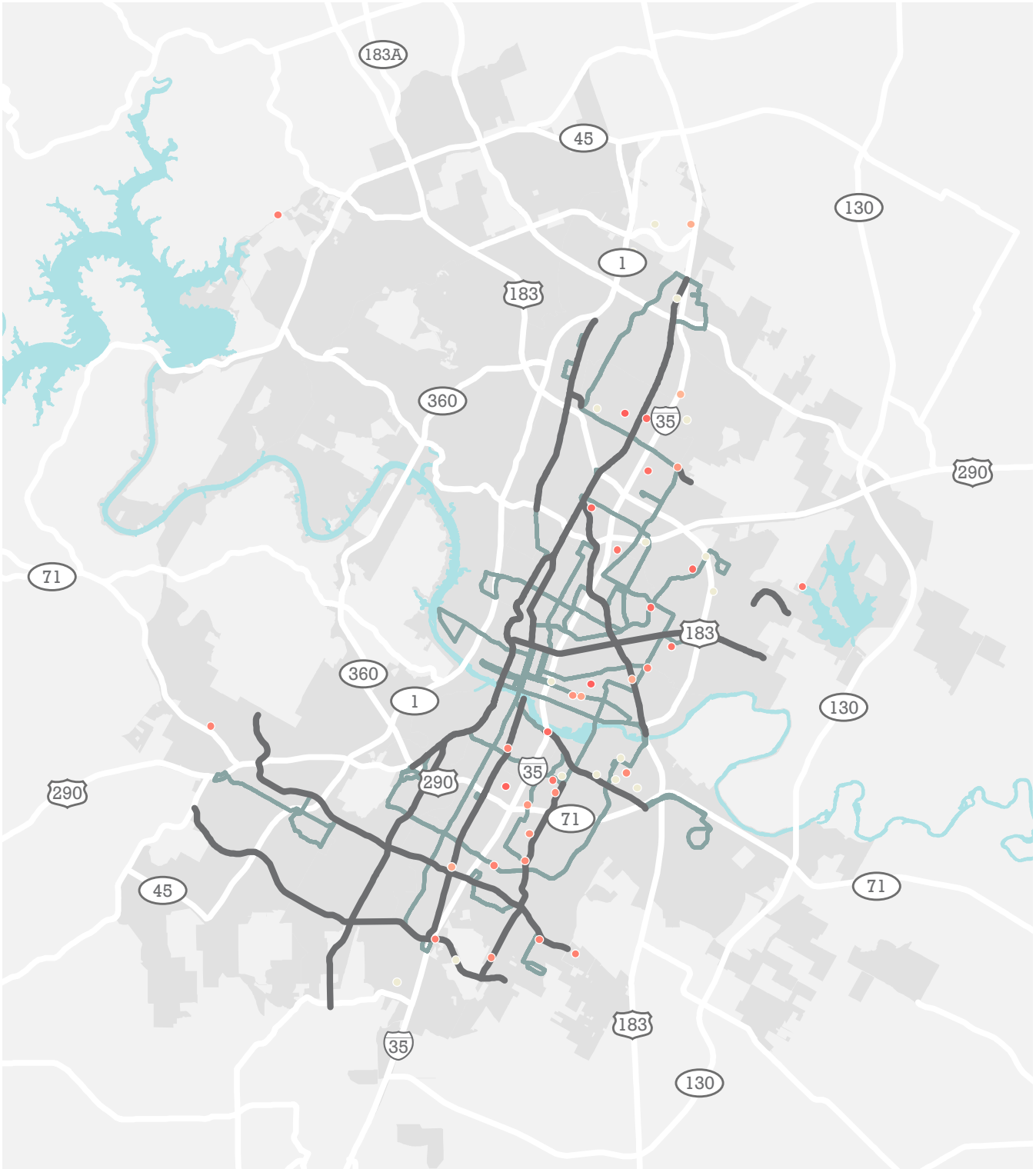
Aside from those confirmed to have expired, those built earlier (from 1990 onward) are at greater risk of destabilized rent if their developers did not renew for another 15-year term at the end of the first mandated 15-year term.

Moreover, as the map shows, those LIHTC properties confirmed to have expired and shifted to market rate are in some of the most central, transit-accessible areas of the city.

Per Objective I.8, the City should make strategic investments to minimize displacement, specifically by targeting affordable units facing expiration of their income restriction. Specifically, as outlined in Action I.8.B., the City should monitor impending expiration of income restrictions and employ various tools and models to preserve affordability.

The map on the right illustrates LIHTC properties and their expiration status, along with their proximity to high-frequency transit lines and mobility bond corridors. LIHTC properties that are most vulnerable to expiration should be prioritized, and among those properties, those closest to high-frequency transit lines and mobility bond corridors. In addition, the cluster of expired LIHTC properties demonstrates the urgency of the situation, particularly north of the Colorado River, where there is a collection of formerly income restricted LIHTC properties near a dense network of High-Frequency Transit Lines and Mobility Bond Corridors.

LIHTC Properties, High-Frequency Transit & Mobility Bond Corridors



High-Frequency Transit Lines

Mobility Bond Corridors

LIHTC Property Expiration Status

Low

High

Unknown expiration status

Vulnerable to 15- or 30-yr expiration

N

0 5 Miles

Source: National Housing Preservation Database, LIHTC Properties, Downloaded May 23, 2018. ; Mobility Bond Corridors, City of Austin, November 9, 2017. ; June 2018 Transit Data, Capital Metro, Downloaded May 23, 2018.

COUNCIL DISTRICT GOALS

Housing production should also be calibrated by council district, per Objective IV.1 in the Implementation Plan. The maps at right highlight the presence of High Opportunity Areas, High Frequency Transit corridors, Imagine Austin centers and corridors, and Gentrifying Areas within each council district. These directly relate to the 10-year citywide targets of the Strategic Housing Blueprint, and can help to inform the volume of housing production required of council districts based on the presence of key criteria within their respective land areas.

The Strategic Housing Blueprint set the goal of creating 60,000 housing units affordable to households at 80% median family income (MFI) and below by 2027. Four categories were used to determine the distribution of these units across the ten council districts.

1. HIGH OPPORTUNITY AREAS

In order to maximize the benefits and opportunities available to residents of the newly constructed units, 15,000 units, or 25% of the total, were allocated across the council districts based on the distribution of High Opportunity Areas, as defined by the Enterprise Community Partners Opportunity360 database (see “Opportunity Index,” pg 8). For example, a council district with 28% of High Opportunity Areas in the city was then allocated 28% of the 15,000 units for this category.

2. HIGH-FREQUENCY TRANSIT AND IMAGINE AUSTIN CENTERS AND CORRIDORS

Keeping in mind the importance of the ability to access vital resources such as jobs and services once lower-income residents are placed in affordable housing, another 15,000 units were allocated across the council districts based on their access to transit and transit-oriented centers. This was determined by determining the distribution of areas which are within a quarter-mile of High Frequency Transit (HFT) corridors or within a half-mile of Imagine Austin Centers and Corridors. For example, a council district with 6% of HFT and Imagine Austin Areas was then allocated 6% of the 15,000 units for this category.

3. HIGH DISPLACEMENT RISK AREAS

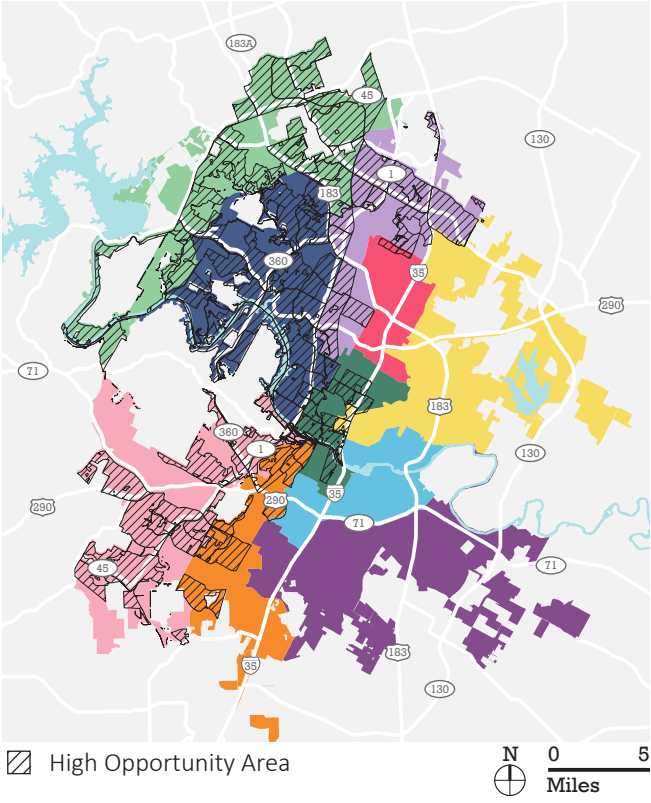
Given the concerns around displacement and gentrification, the additional affordable units will also be used to counteract the displacement that is occurring in the status quo. The University of Texas has identified areas experiencing displacement (see “Displacement Risk Index,” pg 36), and the council district’s allocation of these areas were used to disperse the housing units. For example, a council district with 5% of all gentrifying areas in the city were then allocated 5% of the 15,000 units for this category.

4. GEOGRAPHIC DISPERSION OF AFFORDABLE HOUSING

In addition to the considerations mentioned above, an effort was made to avoid creating concentrations of low-income housing units in certain council districts. Therefore, the final 15,000 units were dispersed based on the geographic distribution of existing affordable housing units across the 10 council districts. With the goal of evening out the unit count across council districts, districts with higher shares of existing units were allocated fewer units, while districts with lower shares of existing units were allocated more units.

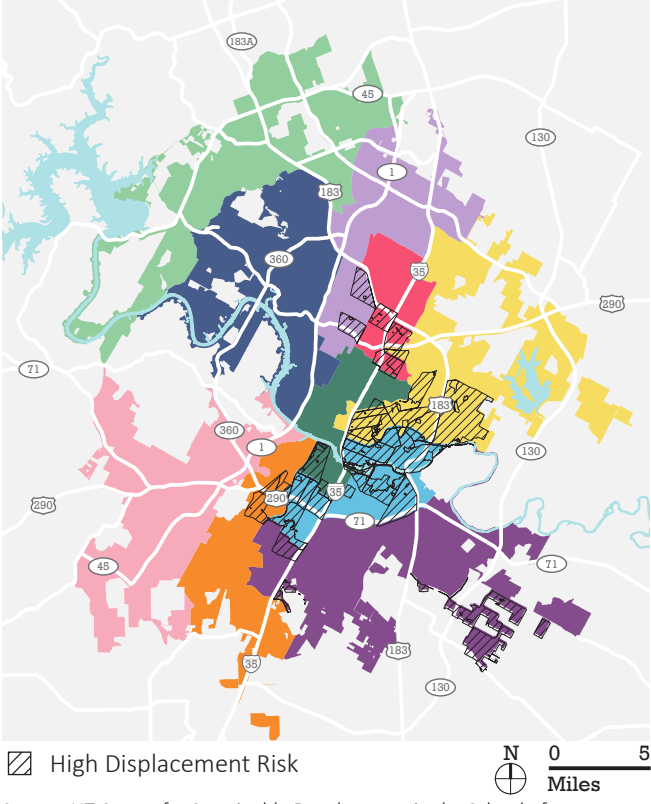
The maps to the right illustrate the overlap between each council district and the areas of high opportunity, areas of high-frequency transit, and Imagine Austin Centers and Corridors. The final allocation of the 60,000 affordable housing units can be seen in the table on the opposite page.

High Opportunity Areas



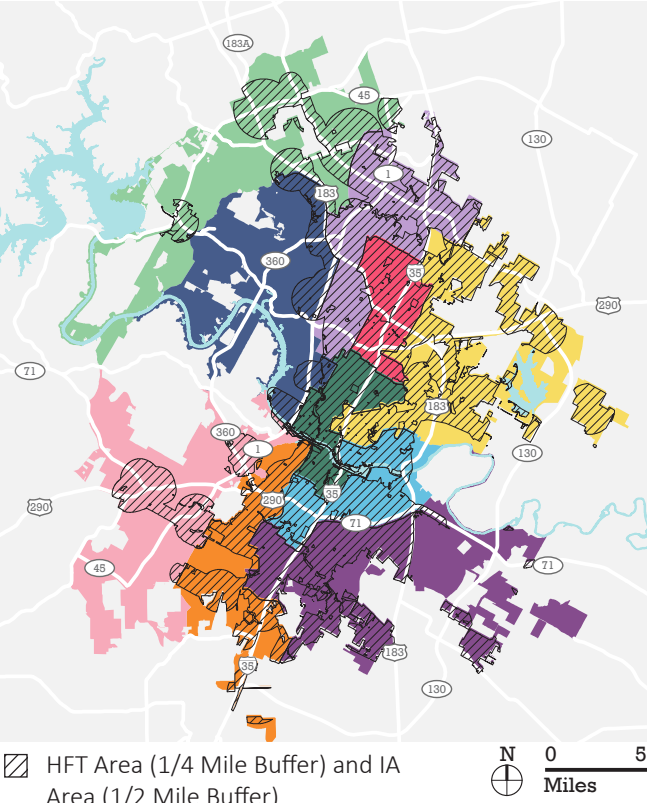
Source: Enterprise Opportunity360 Index, Downloaded March 28, 2018.

High Displacement Risk Areas



Source: UT Center for Sustainable Development in the School of Architecture & the Entrepreneurship and Community Development Clinic in the School of Law, Downloaded May 25, 2018.

High-Frequency Transit and Imagine Austin Centers and Corridors



Source: June 2018 Transit Data, Capital Metro, Downloaded May 23, 2018. City of Austin, Downloaded September 25, 2018.

District	Distribution of Affordable Units
1	7,086
2	4,492
3	6,295
4	3,105
5	4,473
6	8,590
7	6,651
8	7,217
9	3,635
10	8,456
	60,000

COUNCIL DISTRICT GOALS

High Opportunity Areas

15,000 UNITS

of affordable housing will be placed in areas of Higher Opportunity. These areas have high measures of upward mobility and positive socioeconomic outcomes for existing residents in the area.

Methodology Note: Parks, preserves, and the airport were excluded from overall high-opportunity areas.

Income Levels	Unit Distribution
0–30% MFI	5000
31–60% MFI	6250
61–80% MFI	3750
	15000

District	Unit Distribution
1	87
2	0
3	0
4	49
5	973
6	4,165
7	2,265
8	2,781
9	676
10	4,005
	15,000

High-Frequency Transit and Imagine Austin Centers and Corridors

15,000 UNITS

of affordable housing will be placed in areas which are a quarter-mile within High-Frequency Transit (HFT) routes or a half-mile within Imagine Austin Centers and Corridors, which are future transit-oriented, mixed-use centers of activity connected by walking, bicycling, transit, or automobile.

Methodology Note: Parks, preserves, and the airport were excluded from HFT routes and Imagine Austin Centers and Corridors.

Income Levels	Unit Distribution
0–30% MFI	5000
31–60% MFI	6250
61–80% MFI	3750
	15000

District	Unit Distribution
1	2,742
2	2,100
3	1,315
4	1,018
5	1,289
6	1,388
7	2,316
8	928
9	1,055
10	848
	15,000

High Displacement Risk Areas

15,000 UNITS

of affordable housing will be placed in High Displacement Risk Areas, as defined in “Uprooted,” a report by researchers at the University of Texas at Austin on gentrification and displacement.

Methodology Note: High Displacement Risk Areas in this document are those Census Tracts categorized as Early, Dynamic, Late, and Continued Loss in the UT study. Parks, preserves, and the airport were excluded.

Income Levels	Unit Distribution
0–30% MFI	5000
31–60% MFI	6250
61–80% MFI	3750
	15000

District	Unit Distribution
1	4,257
2	2,392
3	4,980
4	1,120
5	756
6	0
7	771
8	0
9	724
10	0
	15,000

Geographic Dispersion of Affordable Housing

15,000 UNITS

of affordable housing will be placed according to the current geographic dispersion of affordable housing units within the ten council districts with the goal of providing maximum geographic dispersion of subsidized affordable units across the city. Districts which currently have fewer units receive a higher proportion of the 15,000 units.

Methodology Note: Currently there are a total of 34,712 units in the city. Adding 15,000 units to this total and then dividing by 10 suggests that the goal should be to get each district as close to 4,971 total subsidized units as possible.

Income Levels	Unit Distribution
0–30% MFI	5000
31–60% MFI	6250
61–80% MFI	3750
	15000

District	Unit Distribution
1	0
2	0
3	0
4	918
5	1,454
6	3,037
7	1,300
8	3,507
9	1,180
10	3,604
	15,000

AFFORDABLE HOMEOWNERSHIP

The Blueprint establishes a goal that 25% of all owner-occupied units in each council district will be affordable at 120% median family income (MFI) or lower. By safeguarding affordable homeownership for moderate-to-middle income families, the hope is to provide a pathway to homeownership and asset accumulation for public servants, such as teachers, firefighters, and police officers.

Although most council districts meet the 25% standard of affordable homeownership for residents at 120% MFI⁴ and below, the map on the right provides a more detailed look at the distribution of affordable homes that goes beyond a district-by-district scale. Beyond the clear gaps in affordability between districts, the map shows a gap in affordability within the districts, and where decision makers should take care to continue to preserve affordability as well as areas within districts which could provide more affordable homeownership options. Looking at the distribution by census tract, the map provides an illustration of where there are clusters of affordable homes, which is predominantly seen in the eastern end of the city.

4 120% of MFI for the area is \$93,360 for a four-person household as of 2016, or \$250,000 in total housing value

There are many potential solutions to provide more affordable housing opportunities in the city, but the Strategic Housing Blueprint Implementation Plan suggests addressing gaps in affordable homeownership options by altering the Land Development Code to allow for more “mid-density residential” housing types in an effort to stimulate production of more market rate affordable units. Mid-density residential units could include townhouses, row houses, and small multifamily condominium developments from duplexes to fourplexes. The Implementation Plan also suggests the use of bonds to finance 80-120% MFI units.

Regardless of the method chosen to address the gaps in affordable homeownership, the distribution of affordability should be monitored on an ongoing basis as the landscape of housing affordability is changing quickly in the city.

Owner-Occupied Affordable Homes

