

## *Appendix C:*

# DRAFT Residential and Commercial Gentrification Assessment



*One of the findings of the following memo (on pg. 33) is that additional work is needed to provide a comparison for the area against a broader geographic area in regard to understanding commercial gentrification findings. The City engaged the consultant to provide this additional work and this memo will be updated when that analysis is complete.*

## MEMORANDUM

To: City of Sacramento, Elizabeth Boyd  
From: Amy Lapin and Kate O'Beirne  
Subject: Stockton Boulevard Specific Plan Residential and Commercial Gentrification Assessment; EPS #192166  
Date: September 29, 2021

*The Economics of Land Use*



The City of Sacramento (City) initiated a planning process to prepare a specific plan and neighborhood action plan for the Stockton Boulevard corridor and surrounding neighborhoods. The process has encompassed robust stakeholder involvement and myriad technical analyses and will culminate in targeted strategies to guide development, prioritize funding, and facilitate investment in equitable social, financial, and health outcomes for existing residents and businesses.

As part of the planning process, Economic & Planning Systems, Inc. (EPS) prepared a comprehensive economic context report in February 2021 (February 2021 Report) that summarized existing socioeconomic and real estate conditions in the broader Stockton Boulevard Strategic Neighborhood Action Plan (SNAP) Study Area surrounding the corridor (Specific Plan Area). See **Map 1** for the boundaries of the Specific Plan Area and Neighborhood Study Area.<sup>1</sup>

Building on historical and forecasted socioeconomic and real estate trends in the Neighborhood Study Area highlighted in the February 2021 Report and in response to concerns expressed by local stakeholders, the City requested EPS assess residential and commercial gentrification trends in the Neighborhood Study Area.

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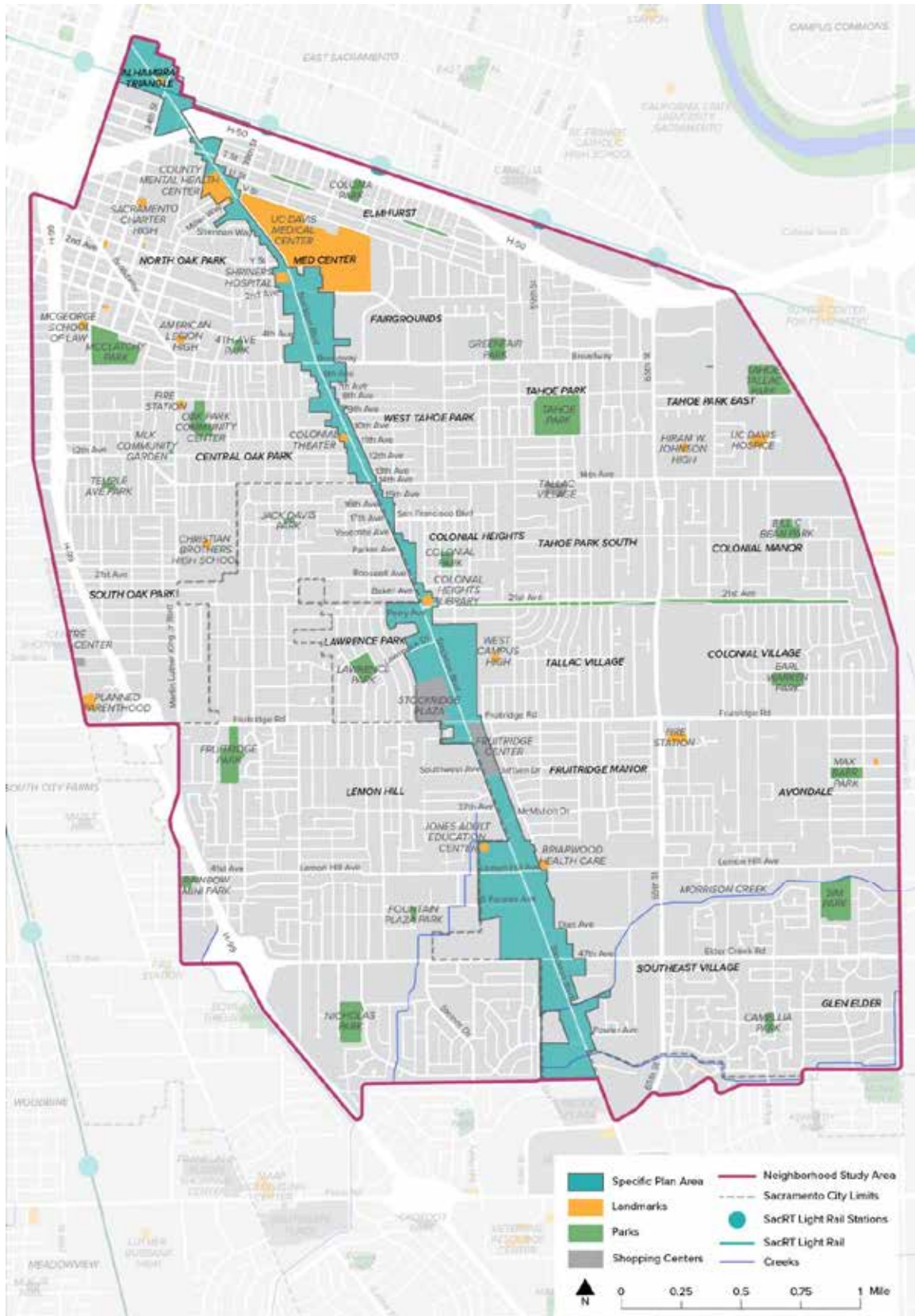
Oakland  
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<sup>1</sup> The Stockton Boulevard Specific Plan Economic Context Report, prepared by EPS for the City, can be found online: <http://www.cityofsacramento.org/-/media/Corporate/Files/CDD/Planning/Stockton-Blvd-Plan/Stockton-Blvd-SP-Economic-Context-Final-Report-02-09-2021.pdf?la=en>

**Map 1. Stockton Boulevard Specific Plan Area and Defined Neighborhood Study Area**



This memorandum summarizes the key findings and methodological approach used to conduct the gentrification assessment for the Specific Plan Area. Also included, in the appendices of this memorandum, are detailed methodological steps to conduct the gentrification assessment summarized in this document for other study areas in the City.

The findings from this assessment are intended to be used, in part, to establish actionable strategies to continue investing in the Neighborhood Study Area while minimizing gentrification-related displacement. These strategies will be vetted and prioritized with City staff and community stakeholders as part of the forthcoming Specific Plan Area neighborhood action plan.

## Organization of this Memorandum

This memorandum provides context and salient socioeconomic and real estate findings about the Neighborhood Study Area from the February 2021 Report, before providing an overview of gentrification, and summarizing key findings from the residential and commercial gentrification assessments. Use the following links to directly access specific sections of this memorandum:

- [Stockton Boulevard Plan Area and Neighborhood Study Area Context](#)
- [Gentrification Overview](#)
- [Residential Gentrification Assessment](#)
- [Commercial Gentrification Assessment](#)
- [Next Steps and Policy Considerations](#)

This memorandum also includes two appendices: [Appendix A](#), which provides the detailed residential gentrification assessment methodology, and [Appendix B](#), which provides the detailed commercial gentrification assessment methodology. These methodological approaches can be used by City staff to conduct gentrification assessments in other study areas in the City.

## Stockton Boulevard Plan Area and Neighborhood Study Area Context

### Plan Area Overview

Stockton Boulevard serves as an important five-lane corridor, connecting downtown to south Sacramento and adjacent neighborhoods, and accommodating one of Sacramento Regional Transit’s (RT) busiest bus routes. The Plan Area, which encompasses a 4.8-mile segment of Stockton Boulevard within the City, spans from Alhambra Boulevard to the north to the City’s southern boundary to the south.

The Plan Area is a predominantly commercial corridor comprising approximately 420 acres (424 parcels) in total, with about 280 acres (about 240 parcels) of commercially-zoned property. **Table 1** provides a summary of land uses in both the Specific Plan Area and the broader Neighborhood Study Area, which is described in more detail in the next section.

**Table 1. Stockton Boulevard Specific Plan Area and Neighborhood Study Area by Current Land Use Designation**

Item	Plan Area [1] [2]			Study Area [1]		
	Parcels	Acres	% of Total Acreage	Parcels	Acres	% of Total Acreage
<b>Land Use</b>						
Residential	138	55.8	13.2%	24,854	4,240.2	73.4%
<b>Commercial</b>						
Retail/Commercial	184	183.2	43.5%	573	335.2	5.8%
Office	43	68.7	16.3%	113	195.2	3.4%
Medical	12	31.1	7.4%	46	127.6	2.2%
<b>Subtotal Commercial</b>	<b>239</b>	<b>283.0</b>	<b>67.2%</b>	<b>732</b>	<b>658.0</b>	<b>11.4%</b>
Agriculture	0	0.0	0.0%	2	0.4	0.0%
Industrial	18	27.9	6.6%	110	192.8	3.3%
Public	10	40.7	9.7%	102	360.0	6.2%
Recreational	4	3.2	0.8%	9	7.5	0.1%
Other	15	10.8	2.6%	425	318.0	5.5%
<b>Total</b>	<b>424</b>	<b>421.4</b>	<b>100.0%</b>	<b>26,234</b>	<b>5,776.9</b>	<b>100.0%</b>

Source: Ascent Stockton Boulevard Plan Area; County of Sacramento; EPS.

[1] Parcel and acreage information excludes Right-of-Way (ROW).

[2] Land Use acreage in Plan Area includes an estimated 60 acres of vacant land with a range of residential and nonresidential zoning designations.

## Neighborhood Study Area Overview

The Neighborhood Study Area includes the Specific Plan Area and multiple diverse neighborhoods to the east and west of the corridor. The Neighborhood Study Area is approximately 7,400 total acres (nearly 5,800 acres excluding Right-of-Way), over 70 percent of which is contained in the City with the remaining acreage located in unincorporated Sacramento County (County).<sup>2</sup> The Neighborhood Study Area is bounded by U.S. Highway 50 (Hwy 50) and the Sacramento RT Light Rail Gold Line to the north, Power Inn Road to the east, Morrison Creek to the south, and Highway 99 to the west.

Similar to the approach used in the February 2021 Report, the gentrification assessment delineates the Neighborhood Study Area into the following six Subareas (see **Map 2**):

- Elmhurst
- Oak Park
- Fruitridge Pocket
- Tahoe & Colonial
- Lemon Hill
- South of Fruitridge

## Neighborhood Study Area Socioeconomic Context

As of 2018, the Neighborhood Study Area contained over 86,000 residents (17 percent of City residents), almost 31,900 housing units (16 percent of the City's housing supply), and 31,300 jobs (10 percent of total jobs in the City).

### Socioeconomic Trends

Many of the Neighborhood Study Area neighborhoods have been historically occupied by lower-income households and residents comprising "Communities of Color," including residents that identify as Black or African American, Vietnamese American, Latino, and Hispanic.<sup>3</sup> Between 2010 and 2018, the percentage of the Neighborhood Study Area's population that identified as a race or ethnicity considered a community of color remained constant but there was a notable shift to the east and south, with percentage declines in Elmhurst and Oak Park Subareas and percentage increases in Tahoe & Colonial, Lemon Hill, and South of Fruitridge Subareas. Similarly, in reviewing trends about residents who identify as Black or African American only, the percentage of Neighborhood Study Area population remained steady between 2010 and 2018 but the historically Black and African American community of Oak Park experienced significant declines for this population in contrast to large increases in the Fruitridge Pocket Subarea.

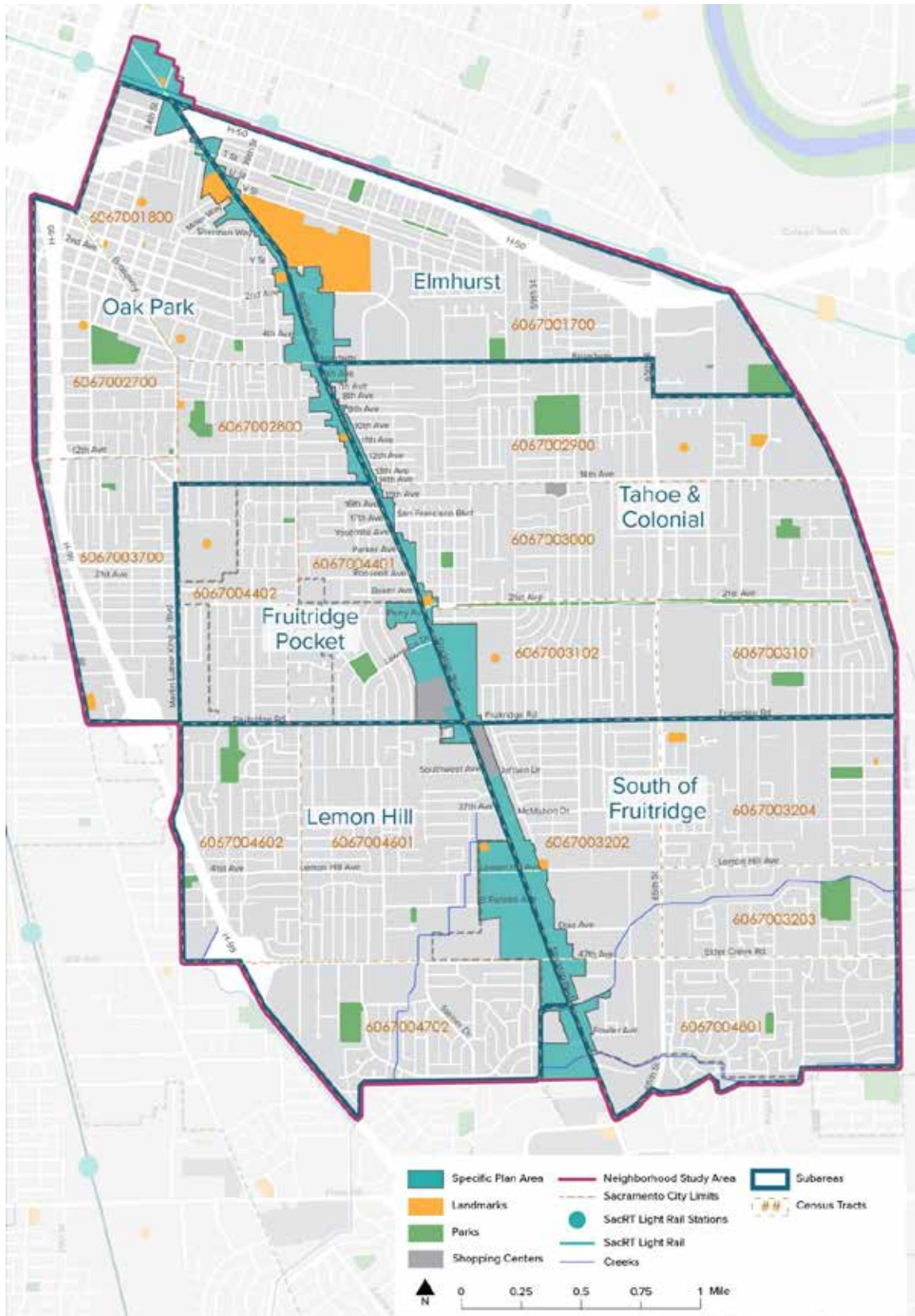
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<sup>2</sup> Note that the Study Area does not align with the northern and southern boundaries of the Plan Area because the Study Area uses Census Tract boundaries whereas the Plan Area uses parcel boundaries. See **Map 2**.

<sup>3</sup> For this analysis, "Communities of Color" include populations that identify as Black or African American, American Indian, and Alaska Native, Asian, Native Hawaiian and Other Pacific Islanders, Hispanic or Latino, Some other Race, and Two or More Races in the ACS.



**Map 2. Stockton Boulevard Neighborhood Study Area and Study Subareas**



The February 2021 Report noted that, since 2010, the Neighborhood Study Area's population has become wealthier and more educated, with Subareas in the northern portion of the Neighborhood Study Area comprising a greater concentration of higher-income households and greater levels of higher educational attainment. Further, nearly all Subareas in the Neighborhood Study Area experienced declines in the percentage of residents living under the poverty level, with the most significant declines occurring in the Oak Park and Fruitridge Pocket Subareas.

#### Employment Trends

The Neighborhood Study Area is a strong employment node within the City with employment concentrated in Health Care, Educational Services, and Utilities industries. The Neighborhood Study Area is home to significant existing and planned medical facilities in the Elmhurst Subarea, including the existing UC Davis Medical Center (plus a planned expansion); the Shriners Hospital for Children; and the planned Aggie Square mixed-use innovation and research project. The Neighborhood Study Area is also home to the Sacramento City Unified School District (SCUSD) Offices in the Lemon Hill Subarea, and the Sacramento Municipal Utility District (SMUD) headquarters also in the Elmhurst Subarea.

#### Real Estate and Cultural Trends

As Sacramento's first suburb, the Oak Park neighborhood has undergone considerable change over the years, from a thriving, predominantly white working class community to a thriving, predominantly Black working class community, to a community with higher than average poverty, crime, and neglect.<sup>4</sup> Redevelopment efforts in north Oak Park began in the 1970s but change was negligible until a surge of new commercial and residential revitalization projects commenced in the early 2000s.<sup>5</sup> Thereafter, bolstered by continued job growth driven by the medical facilities and SMUD headquarters in the Oak Park and Elmhurst Subareas respectively, as well as consumer preferences for living in urban locations close to employment opportunities and services, several projects with a mix of residential and commercial uses were developed in the northern portion of the Neighborhood Study Area. Adjacent to northern Oak Park, the high-end, market-rate residential project, The Gio, was constructed in the Elmhurst Subarea and has primarily attracted nearby medical facility employees.

Along Stockton Boulevard in the center of the Neighborhood Study Area, the northern portion of the South of Fruitridge Subarea and the Fruitridge Pocket Subarea are experiencing increased development activity, with the redevelopment of two retail shopping centers. The north end of the Fruitridge Shopping Center includes the addition of national chains Starbucks and a CVS Pharmacy and Stockton Plaza includes the

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<sup>4</sup> Hooks, Kris, 2017. The Gentrification of Sacramento's Oak Park. KCET Public Media Group. <https://www.kcet.org/shows/city-rising/the-gentrification-of-sacramentos-oak-park> [Accessed June 2021].

<sup>5</sup> Ibid.



addition of national chains of Planet Fitness, Smart & Final, and Ross Dress for Less as well as smaller retail shops.

The southern portion of the Neighborhood Study Area contains the Little Saigon District, an Asian American and Pacific Islander district that spans 2 miles along Stockton Boulevard from Fruitridge to the southern City boundary. The Little Saigon District was officially designated as a business district in 2010, but its role as a cultural hub for the Vietnamese community emerged over 40 years ago.<sup>6</sup> The district currently includes a concentration of Southeast Asian businesses in the Lemon Hill and South of Fruitridge Subareas.

With recent redevelopment efforts and significant forthcoming investment in the Neighborhood Study Area, including development projects (Aggie Square, UC Davis Medical Center Hospital expansion, several proposed and approved residential projects along the Boulevard) and public infrastructure projects (transportation improvements), and an objective of supporting inclusive economic development to improve prosperity for residents and businesses, it is imperative to understand the extent to which gentrification pressures exist in the Neighborhood Study Area.

## Gentrification Overview

Although neighborhoods continually experience some degree of change, the concept of gentrification was first introduced in the 1960s, when an influx of “gentry,” a reference to middle-class residents, moved into a low-income neighborhood in London, England, displacing residents and changing the social character of the community.<sup>7</sup> Since then, gentrification has been identified and studied in cities globally. In the United States, gentrification has tended to occur primarily in large coastal cities but has also appeared in smaller cities in neighborhoods with a high concentration of amenities near a central business district.<sup>8</sup>

In a review of relevant literature, however, there does not appear to be a universally accepted definition of gentrification. Many definitions focus on one or more of the impacts of gentrification but there is no consensus on which factors are the most salient. Some definitions focus on the displacement of existing residents, while other definitions highlight the change in a neighborhood’s character. Still other definitions reference

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<sup>6</sup> Mizes-Tan, Sarah, 2021. A Neighborhood IN Transition: Sacramento’s Little Saigon Grapples with Culture And The American Dream. Capital Public Radio. <https://www.capradio.org/articles/2021/02/11/a-neighborhood-in-transition-sacramentos-little-saigon-grapples-with-culture-and-the-american-dream/> [Accessed June 2021].

<sup>7</sup> Solomon, Jane, 2014. When and Where Did the Word Gentrification Originate. KQED. <https://www.kqed.org/news/136343/gentrification-a-word-from-another-place-and-time> [Accessed July 2021].

<sup>8</sup> Wiltse-Ahmad, Alyssa, 2019. Study: Gentrification and Cultural Displacement Most Intense in America’s Largest Cities, And Absent from Many Others. National Community Reinvestment Coalitions. <https://ncrc.org/study-gentrification-and-cultural-displacement-most-intense-in-americas-largest-cities-and-absent-from-many-others/> [Accessed July 2021].

increased property values as the essential element signifying gentrification.<sup>9</sup> Often, gentrification is described as a process of neighborhood renewal or revitalization without identifying specific impacts.

The City's 2021-2029 Housing Element, adopted in August 2021, defines gentrification as "the process by which higher income households displace lower income residents of a neighborhood, changing the essential character of that neighborhood. Often, though not always, gentrification has a very clear racial component, as higher income white households replace lower income minority households." The City's definition emphasizes the process of change, noting the impacts consist of changes to the cultural and socioeconomic characteristics of the neighborhood.

### Causes and Effects of Gentrification

As described above, gentrification is a complicated economic force that has been interpreted in myriad ways. The precise causes of gentrification have been widely debated but many academic studies have identified the primary causes as those that fall under the following three general, and sometimes overlapping, categories.<sup>10</sup>

- **Private market forces**, including commercial and residential investment; property value increases; conversion from rental to homeownership housing; the presence of amenities; rapid employment growth; a tight housing market.
- **Socioeconomic changes**, including individual preferences for amenities and urban locales; an influx of higher-income households, college-educated residents, white residents, and non-family households.
- **Public sector policies**, including long-term cycles of public investment and disinvestment that cause property values to increase or decline; local and Federal financial incentives that encourage private investment; disposition of public-owned property; zoning and code enforcement.<sup>11</sup>

Causes that fall under the categories of "private market forces" and "socioeconomic changes" represent factors that have the potential to attract or deter wealthier residents from investing in a lower-income neighborhood. Causes that fall under the category of "public-sector policies" reflect the set of rules made by policymakers that make gentrification more or less likely to occur. There is evidence that the causes of

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<sup>9</sup> Chapple, Karen, 2009. Mapping Susceptibility to Gentrification: The Early Warning Toolkit. [https://communityinnovation.berkeley.edu/sites/default/files/mapping\\_susceptibility\\_to\\_gentrification.pdf](https://communityinnovation.berkeley.edu/sites/default/files/mapping_susceptibility_to_gentrification.pdf) [Accessed June 2021].

<sup>10</sup> Holland, Steve, 2016. Gentrification: Causes and Consequences. Journal of Lutheran Ethics. [https://www.elca.org/JLE/Articles/1135#\\_edn12](https://www.elca.org/JLE/Articles/1135#_edn12) [Accessed July 2021].

<sup>11</sup> Kennedy, Maureen; and Paul Leonard, 2001. Dealing With Neighborhood Change: A Primer On Gentrification and Policy Choices. The Brookings Institution Center on Urban and Metropolitan Policy. <https://www.brookings.edu/wp-content/uploads/2016/06/gentrification.pdf> [Accessed July 2021].

gentrification likely stem from some combination of these factors.<sup>12</sup> Notably, many of the drivers of gentrification are also essential components for successful urban environments.

Gentrification can have positive or negative effects, depending on the circumstances of the neighborhood, city, or region, and on the constituency affected. Positive impacts may include increased commercial activity, improved economic opportunity, lower poverty and crime rates, and an increase in property values, which can benefit existing homeowners. The negative effects of gentrification can include increased rents and the loss of affordable residential and commercial space, which primarily impacts renters, the displacement of low-income households, and the transformation of a community's cultural and social fabric. However, research on the impacts of gentrification has produced contradictory findings, resulting in challenges regarding clear-cut policy solutions.<sup>13</sup>

While displacement is often considered the primary negative consequence of gentrification, it may not be as causal as once thought. Several studies have suggested that displacement rates are no higher in gentrifying neighborhoods than they are elsewhere, supporting an approach of evaluating displacement separate from the leading drivers of gentrification (factors that are causing neighborhood change).<sup>14 15 16</sup>

A recent study distinguished between gentrification (the process of neighborhood change) and displacement (what happens to households in the neighborhood). The study highlighted the finding that low-income households move around frequently, regardless of whether the household is living in a gentrifying neighborhood, and regardless of their neighborhood location (in New York City), type of residence (market-rate or affordable housing), or demographic group (race). In short, the study concluded that lower-income households tend to be very residentially unstable and can lose their housing or be forced to

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<sup>12</sup> Chapple, Karen, 2009. Mapping Susceptibility to Gentrification: The Early Warning Toolkit. Center for Community Innovation at the Institute of Urban and Regional Development.  
[https://communityinnovation.berkeley.edu/sites/default/files/mapping\\_susceptibility\\_to\\_gentrification.pdf](https://communityinnovation.berkeley.edu/sites/default/files/mapping_susceptibility_to_gentrification.pdf)  
[Accessed July 2021].

<sup>13</sup> Kennedy, Maureen; and Paul Leonard, 2001. Dealing With Neighborhood Change: A Primer On Gentrification and Policy Choices. The Brookings Institution Center on Urban and Metropolitan Policy.  
<https://www.brookings.edu/wp-content/uploads/2016/06/gentrification.pdf> [Accessed July 2021].

<sup>14</sup> Brummet, Quentin; and Reed, Davine, 2019. The Effects of Gentrification on the Well-Being and Opportunity of Original Resident Adults and Children. Federal Reserve Bank of Philadelphia.  
<https://www.philadelphiafed.org/-/media/frbp/assets/working-papers/2019/wp19-30.pdf?la=en> [Accessed July 2021].

<sup>15</sup> Gould Ellen, Ingrid; and O'Regan, Kathy, 2010. How Low-Income Neighborhoods Change: Entry, Exit, and Enhancement. Furman Center for Real Estate & Urban Policy.  
[https://furmancenter.org/files/publications/How\\_Low\\_Income\\_Neighborhoods\\_Change\\_1.pdf](https://furmancenter.org/files/publications/How_Low_Income_Neighborhoods_Change_1.pdf) [Accessed July 2021].

<sup>16</sup> Refer to the Analysis Limitations section of this document for details on the components needed for a displacement study.

move for any number of reasons.<sup>17</sup> As another study noted, low-income household rates of mobility tend to be uniformly high across all types of neighborhoods.<sup>18</sup>

The precise cause of residential instability is difficult to discern because multiple factors often coalesce resulting in both intended and unintended household movement. These factors include:

- **Individual and household characteristics**, including changes in household income and benefits, employment status, family composition, availability of childcare, and physical and mental health.
- **Housing unit characteristics**, including damage or disrepair, housing code violations, and conflicts with landlords.
- **Neighborhood-level dynamics**, including blight, vacant buildings and lots, an increase in violent crime, and socioeconomic changes.
- **Local, regional, or broader housing market dynamics**, including market-rate and affordable housing supply, and other economic factors that influence residential consumer (renters and buyers) and property owner behaviors (e.g., mortgage interest rates; consumer demand). Exclusionary zoning, racial and ethnic segregation, and housing and mortgage discrimination also can influence housing instability.
- **Other local, State, and Federal systems**, including the availability of housing assistance and other social welfare support, the criminal justice system, and changes in the labor market (including employment supply and wages).<sup>19</sup> <sup>20</sup>

The findings regarding uniform residential instability, regardless of whether a neighborhood is gentrifying, may be surprising, as they run counter to prevailing notions of gentrification's most concerning impact. One reason why displacement has been inextricably linked to gentrification may be that "displacement is simply more salient in gentrifying areas. People may be less likely to notice the evictions and forced moves in other neighborhoods, because in non-gentrifying neighborhoods newly entering tenants

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<sup>17</sup> Dragan, Kacie; Ellen, Ingrid; and Glied, Sherry A., 2019. Does Gentrification Displace Poor Children? New Evidence from New York City Medicaid Data. National Bureau of Economic Research. [https://www.nber.org/system/files/working\\_papers/w25809/w25809.pdf](https://www.nber.org/system/files/working_papers/w25809/w25809.pdf) [Accessed June 2021].

<sup>18</sup> Richardson, Jason, Bruce Mitchell, and Juan Franco. Shifting Neighborhoods, Gentrification and cultural displacement in American cities. National Community Reinvestment Coalition. <https://ncrc.org/gentrification/> [Accessed June 2021].

<sup>19</sup> Desmond, Matthew. Evicted: Poverty and Profit in the American City. New York: Crown Publishers, 2016.

<sup>20</sup> Theodos, Brett, Sara McTarnaghan, and Claudia Coulton, 2018. Family Residential Instability: What Can States and Localities Do? [https://www.urban.org/sites/default/files/publication/98286/family\\_residential\\_instability\\_what\\_can\\_states\\_and\\_localities\\_do\\_1.pdf](https://www.urban.org/sites/default/files/publication/98286/family_residential_instability_what_can_states_and_localities_do_1.pdf) [Accessed August 2021].

more closely resemble those exiting.”<sup>21</sup> Another reason may be because of data limitations; U.S. Census data is the primary source of longitudinal socioeconomic data, but it doesn’t provide information about why households move or the location of their next residence.

That said, it is evident that a combination of market, demographic, and public policy factors can increase demand and pricing for real estate in some neighborhoods, in particular those neighborhoods that are proximal to employment opportunities, amenities, and other high-value neighborhoods. As a result, some households, primarily renters, will be priced out of their neighborhood and seek housing in more affordable locales. When displacement does occur, this change in residence can have detrimental impacts on residents, impeding access to healthy food, health care, recreation, and social networks and causing stress and mental health issues.<sup>22 23</sup> Furthermore, residents who move out of a neighborhood because of price increases may find themselves unable to return, even more so if demand for location increases but the housing supply, both market rate and affordable, does not commensurately increase.

## Commercial Gentrification

The overwhelming majority of discourse on gentrification relates to its impacts on residents. To the extent that residents experience rising housing costs and are forced to move to another neighborhood and in-migrating residents have different tastes and preferences, commercial businesses, in particular small businesses that catered to the original residents, may also be vulnerable to gentrification pressures. Commercial tenants in gentrifying neighborhoods also may be subject to predatory leasing practices, harassment from landlords, rising rents, and competition from new businesses.<sup>24</sup> And, with less access to capital and credit than their white counterparts, small businesses owned by people of color can be at higher risk of business closure or displacement from gentrification. The primary signals of commercial gentrification include declines in

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<sup>21</sup> Richardson, Jason, Bruce Mitchell, and Juan Franco. Shifting Neighborhoods, Gentrification and cultural displacement in American cities. National Community Reinvestment Coalition. <https://ncrc.org/gentrification/> [Accessed June 2021].

<sup>22</sup> Centers for Disease Control and Prevention, 2009. Health Effects of Gentrification. <https://www.cdc.gov/healthyplaces/healthtopics/gentrification.htm> [Accessed June 2021].

<sup>23</sup> Brummet, Quentin; and Reed, Davine, 2019. The Effects of Gentrification on the Well-Being and Opportunity of Original Resident Adults and Children. Federal Reserve Bank of Philadelphia. <https://www.philadelphiafed.org/-/media/frbp/assets/working-papers/2019/wp19-30.pdf?la=en> [Accessed June 2021].

<sup>24</sup> Lung-Amam, Willow, 2021. Businesses Are Victims of Gentrification, Too. Bloomberg CityLab. <https://www.bloomberg.com/news/articles/2021-05-19/small-businesses-are-victims-of-gentrification-too> [Accessed July 2021].



minority-owned and non-chain, small establishments as well as a higher churn rate of infrequent (not patronized often) and discretionary (optional spending) establishments.<sup>25</sup>

## Residential Gentrification Assessment

Drawing from the extensive body of research and well-documented gentrification evaluation methodologies developed by the UC Berkeley Urban Displacement Project and the University of Texas at Austin's The Uprooted Project, EPS prepared a similar but simplified, quantitative-based methodology for the purpose of assessing current conditions in the Neighborhood Study Area and creating a framework the City can replicate and modify, to continue to evaluate the Neighborhood Study Area and other neighborhoods in the City.<sup>26 27</sup>

### Residential Gentrification Methodological Approach

The methodology used in this analysis relies on socioeconomic data obtained from the U.S. Census American Community Survey (ACS) to measure gentrification conditions and estimated low-income household displacement as of 2018 in the Neighborhood Study Area Subareas.<sup>28</sup> The methodology is based on metrics that are theorized to contribute to gentrification and displacement conditions as described further below.

1. **Household income.** This criterion categorizes the income-level of the households in each Census Tract in the Study Area based on the notion that tracts with a concentration of existing low-income households are susceptible to gentrification and displacement whereas tracts with a concentration of moderate- to high-income households are susceptible to increasing exclusivity (exclusion of low-income households). A Census Tract's household income category was assigned based on whether the majority of households had an income that fell within income categories defined by the California Department of Housing and Community Development (HCD) Income Limits for Sacramento County (i.e., low-income, moderate-income, high-income). If the Census Tract did not contain a majority of households that fell within an income category, the tract was defined as containing a mixture of household

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<sup>25</sup> Chapple, Karen, UC Berkeley & Anastasia Loukaitou-Sideris, UC Los Angeles with Silvia R. González, Dov Kadin & Joseph Poirier. Commercial Gentrification Analysis: Methodology. Urban Displacement Project.

[https://www.urbandisplacement.org/sites/default/files/commercial\\_gentrification\\_methodology\\_.pdf](https://www.urbandisplacement.org/sites/default/files/commercial_gentrification_methodology_.pdf)  
[Accessed May 2021].

<sup>26</sup> For more information on the UC Berkeley Urban Displacement Project research and methodology, refer to the following publications on their Web site: <https://www.urbandisplacement.org/publications>.

<sup>27</sup> For more information on University of Texas at Austin's The Uprooted Project, refer to their Web site: <https://sites.utexas.edu/gentrificationproject/>.

<sup>28</sup> The U.S. Census ACS data for 2018 was the most current available data at the time this analysis was completed.

incomes and the income category was assigned based on the tract's median household income (i.e., Mixed-Low; Mixed-Moderate; Mixed-High).

2. **Change in low-income households.** This criterion reflects the change in the number of low-income households in each Census Tract from 2010 to 2018. A decline in low-income households coupled with a Low-Income category assignment signals the potential for ongoing displacement as well as susceptibility to gentrification when coupled with other factors present in that tract. It should be noted that because of data limitations related to the specifics of the households being measured, it cannot be concluded with certainty if the declines represent displacement or other intended or unintended move.
3. **Rental housing costs.** This criterion measures the average annual change in median gross rent in the Census Tract or adjacent Census Tract, as high rent burdens (and significant changes in rental rates) are strongly associated with both gentrification and displacement. In combination with the low-income category status and other metrics, moderate to significant increases in rental housing costs in or near a Census Tract can signify early to advanced gentrification status.
4. The **proportion of college-educated residents.** This criterion measures the percentage of residents with an Associate's degree or higher compared to the City as a whole in both 2010 and 2018. In combination with the household income category status and other metrics, a higher percentage of college-educated residents is strongly associated with susceptibility to gentrification and displacement of low-income households.
5. The **proportion of White residents.** This criterion measures the percentage of residents that identify as White compared to the City as a whole in both 2010 and 2018. In combination with the household income category status and other metrics, a higher percentage of White residents may be associated with susceptibility to gentrification and displacement of low-income households.
6. The **proportion of Homeowner-residents.** This criterion measures the percentage of residents that own their home compared to the City as a whole in both 2010 and 2018. In combination with the household income category status and other metrics, a higher percentage of homeowners may be associated with exclusivity of low-income households.

Using ACS data at the Census Tract geography level, Census Tracts in the Neighborhood Study Area were categorized, first by their predominant household income level, and then by the degree to which each Census Tract experienced leading indicators of gentrification between 2010 and 2018, as described above.

Similar to the Urban Displacement Project approach, the analysis defined household income profiles for each Census Tract as the basis for determining whether an area would be considered along the spectrum of either gentrification or exclusivity (i.e., higher-income and higher housing cost areas that likely provide limited housing opportunities for low-income households). Thus, each Census Tract was assigned a low-, moderate-, or

high-income profile designation which reflects estimated vulnerability to gentrification and displacement pressures (i.e., predominantly low-income household Census Tracts are more vulnerable than moderate- to high-income Census Tracts). Once an income profile was defined, EPS defined criteria for seven different categories related to gentrification or exclusivity, which are described in more detail below. The detailed residential gentrification methodology and gentrification category data and calculations is provided in **Appendix A**.

#### ***Low-Income Census Tract Gentrification Categories***

- **Susceptible to Displacement.** A Census Tract was considered Susceptible to Displacement if it met a single criterion: whether it was categorized as a low-income Census tract as of 2018. This categorization acknowledges the findings in recent studies that indicate that lower-income households are residentially unstable for a variety of reasons, including gentrification pressures.
- **Susceptible to Gentrification.** Building on the previous “Susceptible to Displacement” category, a Census Tract was considered Susceptible to Gentrification if it met two criteria: 1) it was determined to be a low-income Census Tract as of 2018; and 2) it contained rental housing that demonstrated a moderate to significant increase in pricing between 2010 and 2018 or was located adjacent to a Census Tract that contained rental housing that experienced a moderate to significant increase in pricing. These factors identify Census Tracts that are not currently determined to be gentrifying but exhibiting changing conditions in the rental housing market or adjacent to a neighborhood (Census Tract) with changing conditions in the rental housing market, which can have a geographical ripple effect and increase risk for gentrification in the Census Tract.
- **Early Gentrification.** Building on the previous “Susceptible to Gentrification” category, a Census Tract was considered to be experiencing Early Gentrification if it met the following four criteria: 1) it was determined to be a low-income Census Tract as of 2018; 2) it contained rental housing that demonstrated a significant increase in pricing between 2010 and 2018; 3) there was a decline in low-income households between 2010 and 2018; and 4) the Census Tract exhibited one of three key demographic trends that have been demonstrated to be an indicator of gentrification. These factors are aligned with a combination of factors, as described earlier in this memorandum (private market forces; demographic changes) that suggest an early stage of gentrification.
- **Advanced Gentrification.** A Census Tract was considered to be experiencing Advanced Gentrification if it met the same criteria as the criteria described under the “Early Gentrification” category but instead of meeting only one of three key demographic trends, the Census Tract met two of three key demographic trends, exhibiting conditions aligning with advanced gentrification.

#### ***Moderate- to High-Income Census Tract Exclusivity Categories***

- **At Risk of Becoming Exclusive.** A Census Tract was categorized as being At Risk of Becoming Exclusive if it met the following criteria: 1) it was determined to be a

moderate-income Census Tract as of 2018; and, 2) the Census Tract exhibited at least one of three key demographic trends that demonstrate the area is trending towards potential exclusivity. Neighborhoods that are at risk of becoming exclusive pose a particular concern to adjacent lower-income neighborhoods, as proximity has been found to be a factor leading to gentrification in the adjacent low-income neighborhood.

- **Early Exclusivity.** A Census Tract was categorized as experiencing Early Exclusivity if it met the following three criteria: 1) it was determined to be a moderate- to high-income Census Tract as of 2018; 2) there was a decline in low-income households between 2010 and 2018; and 3) the Census Tract exhibited at least two of three key demographic trends that demonstrate the neighborhood has begun the process of becoming an exclusive, higher-income and higher-housing cost neighborhood.
- **Advanced Exclusivity.** A Census Tract was categorized as experiencing Advanced Exclusivity if it met the following two criteria: 1) it was determined to be a high-income Census Tract as of 2018; and 3) the Census Tract exhibited at least two of three key demographic trends that demonstrate the neighborhood has become an exclusive, higher-income and higher-housing cost neighborhood.

#### ***Historical Decline of Low-Income Households (Potential for Ongoing Displacement)***

This analysis evaluates changes in the number of low-income households that occurred between 2010 and 2018 as a proxy for displacement. This analysis does not categorize the extent of the decline (i.e., minimal, moderate, or significant), primarily because the scope of the analysis was limited to the Neighborhood Study Area, which did not allow for conclusions within the context of a larger geography (i.e., City, County).

This analysis does not assume displacement is occurring along the continuum of gentrification and exclusivity designations. Rather, this analysis provides a metric for displacement as a separate overlay, reflecting evidence that suggests displacement of low-income households may be occurring in gentrifying and non-gentrifying neighborhoods alike.

#### **Residential Gentrification Assessment Findings**

**Table 2** summarizes the gentrification and displacement assessment findings for the Neighborhood Study Area. The residential gentrification and displacement results are also displayed geographically by Census Tract by Subarea in **Map 3**. The data supporting these findings are provided in **Appendix A**:

**Table 2. Residential Gentrification Assessment Criteria**

Category	Residential Gentrification Criteria
<b>2018 Income Category</b>	Determination of the predominant household income level for households in a Census Tract to determine the extent of gentrification or exclusivity (Low, Moderate, High)
<b>Susceptibility and Potential for Ongoing Displacement</b>	
Susceptible to Displacement of Low Income Households	1. Predominantly <u>low</u> income CT or median household income < 80% AMI in <b>2018</b>
Historical Decline of Low Income Households (Potential for Ongoing Displacement)	1. Decline in low income households between <b>2010-2018</b>
<b>Low-Income Census Tract Gentrification Categories</b>	
Susceptible to Gentrification	1. Predominantly low income CT or median household income < 80% AMI in <b>2018</b> 2. Moderate to significant average, annual increase (2 to >5%) or adjacent to a CT with a moderate to significant average, annual increase in rental housing costs between <b>2010-2018</b>
Early Gentrification	1. Predominantly low income CT or median household income < 80% AMI in <b>2018</b> 2. Decline in low income households between <b>2010-2018</b> 3. Significant average, annual increase (>5%) in rental housing costs between <b>2010-2018</b> 4. Meets 1 of 3 demographic gentrification criteria in <b>2018</b>
Advanced Gentrification	1. Predominantly moderate income CT or median household income is between 80% and 120% AMI in <b>2018</b> 2. Decline in low income households between <b>2010-2018</b> 3. Significant average, annual increase (>5%) in rental housing costs between <b>2010-2018</b> 4. Meets 2 of 3 demographic gentrification criteria in <b>2010 and 2018</b>
<b>Moderate-to-High-Income Census Tract Exclusivity Categories</b>	
At Risk for Becoming Exclusive (Stable Moderate Income)	1. Predominantly moderate income CT or median household income is between 80% and 120% AMI in <b>2018</b> 2. Meets at least 1 of 3 demographic gentrification criteria in <b>2010 and 2018</b>
Early Exclusivity (Stable Moderate to High Income)	1. Predominantly moderate to high income CT or median household income is between 80% and 120% or > 120% AMI in <b>2018</b> 2. Decline in low income households between <b>2010-2018</b> 3. Meets at least 2 of 3 demographic gentrification criteria in <b>2010 and 2018</b>
Advanced Exclusivity (Stable High Income)	1. Predominantly high income CT or median household income is > 120% AMI in <b>2018</b> 2. Meets at least 2 of 3 demographic gentrification criteria in <b>2010 and 2018</b>

Source: City of Sacramento <https://www.cityofsacramento.org/tpp>; U.S Census ACS 2010 and 2018; State of California Department of Housing and Community Development (HCD); UC Berkeley Urban Displacement Project; EPS.

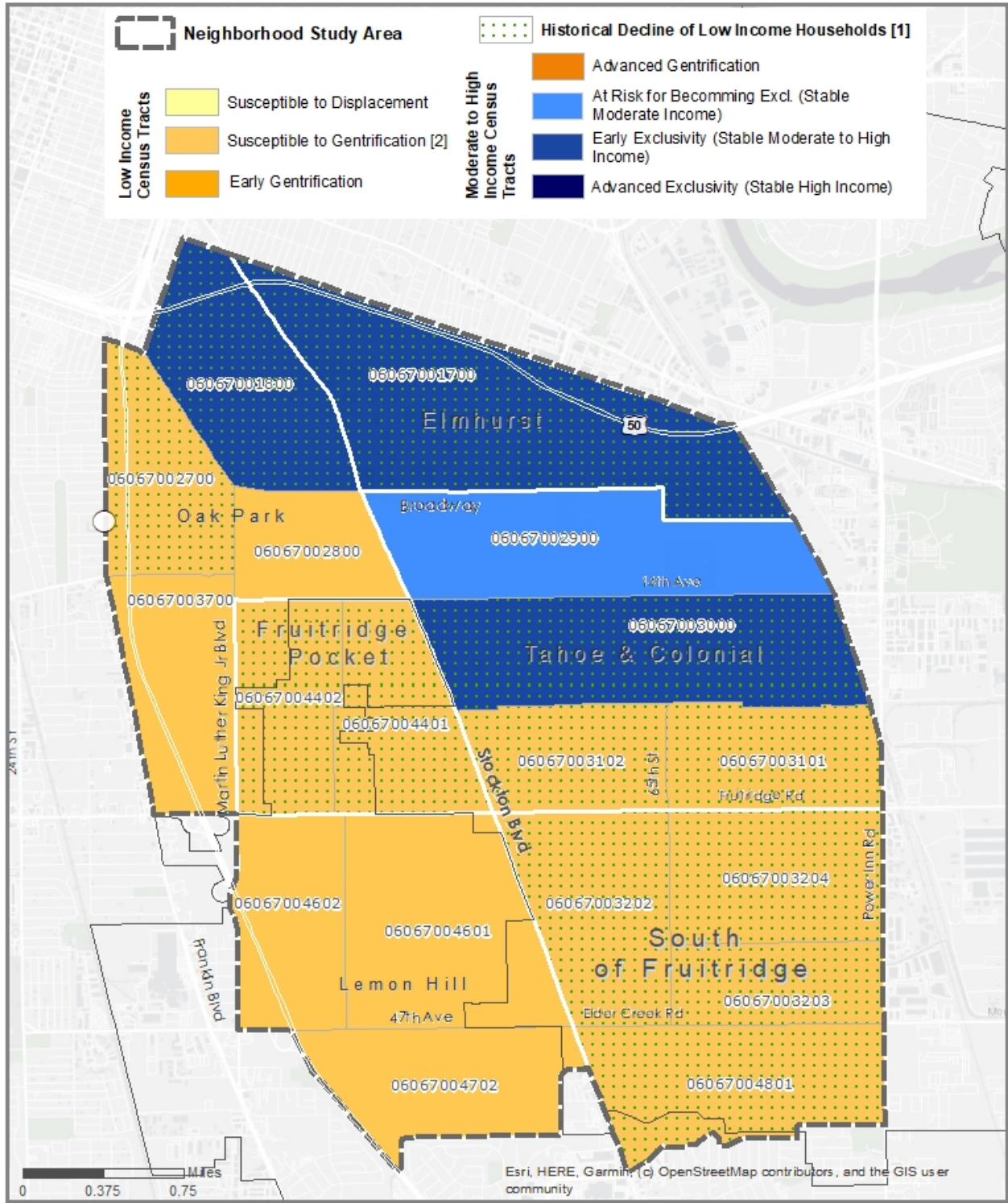


**Table 2- A. Residential Gentrification Assessment Categories by Census Tract**

Study Subarea/ Census Tract	2018 Income Category of Census Tract	Susceptibility and Potential for Ongoing Displacement		Low-Income Census Tract Gentrification Categories			Moderate-to-High-Income Census Tract Exclusivity Categories		
		Susceptible to Displacement of Low Income Households	Historical Decline of Low Income HHs (Potential for Ongoing Displacement)	Susceptible to Gentrification	Early Gentrification	Advanced Gentrification	At Risk of Becoming Exclusive (Stable Moderate Income)	Early Exclusivity (Stable Moderate to High Income)	Advanced Exclusivity (Stable High Income)
<i>Source</i>	<i>Table A-1</i>	<i>Table A-2</i>	<i>Table A-2</i>	<i>Table A-3</i>	<i>Table A-3</i>	<i>Table A-3</i>	<i>Table A-4</i>	<i>Table A-4</i>	<i>Table A-4</i>
<b>Elmhurst</b> 6067001700	Mixed-Moderate	No	Yes	No	No	No	No	Yes	No
<b>Oak Park</b> 6067001800 6067002700 6067002800 6067003700	Mixed-Moderate Low Low Low	No Yes Yes Yes	Yes Yes No No	No Yes Yes Yes	No No No No	No No No No	No No No No	Yes No No No	No No No No
<b>Fruitridge Pocket</b> 6067004401 6067004402	Low Low	Yes Yes	Yes Yes	Yes Yes	No No	No No	No No	No No	No No
<b>Tahoe &amp; Colonial</b> 6067002900 6067003000 6067003101 6067003102	Mixed-Moderate Mixed-Moderate Low Low	No No Yes Yes	No Yes Yes Yes	No No Yes Yes	No No No No	No No No No	Yes No No No	No Yes No No	No No No No
<b>Lemon Hill</b> 6067004601 6067004602 6067004702	Low Low Low	Yes Yes Yes	No No No	Yes Yes Yes	No No No	No No No	No No No	No No No	No No No
<b>South of Fruitridge</b> 6067003202 6067003203 6067003204 6067004801	Low Low Low Low	Yes Yes Yes Yes	Yes Yes Yes Yes	Yes Yes Yes Yes	No No No No	No No No No	No No No No	No No No No	No No No No

Source: City of Sacramento <https://www.cityofsacramento.org/tpp>; U.S Census ACS 2010 and 2018; State of California Department of Housing and Community Development (HCD); UC Berkeley Urban Displacement Project; EPS.

**Map 3. Stockton Specific Plan Neighborhood Study Area Residential Gentrification Assessment**



Source: City of Sacramento; U.S. Census ACS 2010 and 2018 5-year; State of California Department of Housing and Community Development; U.C. Berkeley Urban Displacement Project; EPS.

[1] Reflects a decrease in low-income households between 2010-2018 in Census Tracts that experienced increased and decreased total households over this period. For Census Tracts that experienced a decline in total households, the decline in low-income households exceeded the decline in total households.  
 [2] Census Tracts that are categorized as "Susceptible to Gentrification" are also susceptible to displacement but not necessarily experiencing displacement of low-income households. Census Tracts that experienced declines in low-income households between 2010-2018 are noted on this map.

- **Approximately one-third of Neighborhood Study Area households live in areas that are Becoming Exclusive or have the Potential to Become Exclusive to low-income households.** The northern portion of the Neighborhood Study Area, comprising Elmhurst and North Oak Park and most of the Tahoe & Colonial Subarea are designated as moderate-income Census Tracts that are either Becoming Exclusive to low-income households (Elmhurst, the northern portion of the Oak Park Subarea, and the middle portion of the Tahoe & Colonial Subarea) or have the Potential to Become Exclusive to low-income households (northern Tahoe & Colonial Subarea). This finding was not unexpected given various factors that have been identified as probable drivers of gentrification, including: close proximity to areas with abundant employment opportunities and amenities (midtown and downtown); close proximity to a high housing value neighborhood to the north of the Neighborhood Study Area (East Sacramento); a concentration of employment opportunities and amenities in these Census Tracts themselves (in Elmhurst and northern Oak Park) or adjacency to these employment opportunities and amenities (northern Tahoe & Colonial Subarea); and sustained public and private investment in the northern portion of the Neighborhood Study Area (northern Oak Park and Elmhurst).
- **The remaining two-thirds of Neighborhood Study Area households live in areas that are categorized as Susceptible to Gentrification.** Households living in the southern portions of the Oak Park and Tahoe & Colonial Subareas, and the entirety of the Fruitridge Pocket, Lemon Hill, and South of Fruitridge Subareas met conditions that align with the "Susceptible to Gentrification" designation. That is, these Subareas or portions of subareas were predominantly low-income and experienced moderate to significant rental housing pricing increases or were located adjacent to Census Tracts that experienced moderate to significant rental housing pricing increases. It is important to note that the distinction between this designation and a more prominent gentrification designation (Early Gentrification and Advanced Gentrification) means that residents and households did not meet any of the three demographic criteria that often accompany gentrification (i.e., these Census Tracts did not contain a higher percentage of college educated residents, white residents, or homeowner households relative to the City average).
- **Between 2010 and 2018, the Neighborhood Study Area experienced an estimated net decline in low-income households, although data limitations and comparisons to Citywide trends lead to mixed conclusions.** The Neighborhood Study Area experienced a net loss of about 420 low-income households between 2010 and 2018, including declines in Census Tracts that were defined as having both moderate-income and low-income profiles. Unsurprisingly, declines were estimated in the northern portion of the Neighborhood Study Area (Elmhurst, and northern portion of Oak Park), where Census Tracts were identified as "Becoming Exclusive" to low-income

households.<sup>29</sup> Net declines also were estimated in subareas throughout the Neighborhood Study Area with the exception of the Lemon Hill Subarea, which experienced a substantial increase in low-income households. Notably, although there was a substantial decline in low-income households in the northern portion of Oak Park, there was a counterbalancing increase in the southern portion of the Oak Park Subarea resulting in a negligible change overall in the entire Oak Park Subarea.

These findings are complicated by the estimated net decline in low-income households that occurred Citywide during the same period. Between 2010 and 2018, the City experienced a net decline of about 980 low-income households. Without more detailed data regarding these households, one theory is that some low-income households throughout the City, including in the Neighborhood Study Area, were displaced to locations outside of the City. Because some Census Tracts in the Neighborhood Study Area (and presumably in Census Tracts throughout the City) experienced an *increase* of low-income households, one could conclude that some low-income households were displaced from one area of the City (or from locations outside the City) to these tracts. An alternative theory could be that the households that were defined as low-income at the beginning of the period (2010) experienced an increase in income that exceeded the low-income threshold at the end of the period (2018). The converse could also be true for other households, both hypotheses could be true, or other theories yet to be identified. The limitation of not knowing exactly which households moved where complicates the ability to determine *how much* displacement occurred in the Neighborhood Study Area (or throughout the City).

It is also worth noting that while some Census Tracts in the Neighborhood Study Area experienced declines in low-income households and residents who identify as a race or ethnicity considered a “community of color” (signaling evidence of gentrification) there were other Census Tracts that experienced declines in low-income households and substantial increases of residents who identify as a race or ethnicity considered a “community of color” (the three most southern Census Tracts in the Tahoe & Colonial Subarea and the two Census Tracts to the east of Stockton Boulevard in the South of Fruitridge Subarea).

While it is difficult to definitively conclude how much displacement has occurred in the Neighborhood Study Area, to the extent that Census Tracts in the Neighborhood Study Area have experienced myriad conditions correlated with gentrification, it is probable that some low-income households, which may have moved because of rental housing pricing increases or other reason, may find themselves unable to return to

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<sup>29</sup> One Census Tract in northern Oak Park identified as Susceptible to Gentrification (low-income profile) also had a significant decline in low-income households, but experienced a decline in rental housing pricing, met none of the demographic gentrification criteria in 2010, and met one of the demographic gentrification criteria in 2018.

their neighborhood without an increase in affordable housing supply and policies and programs that promote the economic prosperity of existing residents.

Another form of displacement, cultural displacement, results when the preferences and behaviors of new residents supplant those of the existing residents. Although difficult to measure, the demographic gentrification criteria—including increases in college educated and white residents—can be used as a proxy. Between 2010 and 2018, the largest increases in the percentage of college educated residents were in the northern portion of the Neighborhood Study Area (Elmhurst, north Oak Park, and north Tahoe & Colonial subareas), although it is important to note that the percentage of college-educated residents increased throughout the Neighborhood Study Area, with the exception of the Lemon Hill subarea, and throughout the entire City. Similarly, despite a decline in the percentage of residents that identify as white in the City overall between 2010 and 2018, the Neighborhood Study Area experienced increases in the percentage of white residents in the northern Subareas (Elmhurst and north Oak Park) with corresponding declines in the percentage of the population that identifies as a race or ethnicity considered a “community of color.” It can be surmised that based on this evaluation of socioeconomic data and known real estate and public investments, that the northern Census Tracts of the Neighborhood Study Area have experienced cultural displacement for at least the last decade.

## Commercial Gentrification Assessment

Similar to the residential assessment methodology, EPS prepared a methodology to evaluate commercial gentrification in the Neighborhood Study Area. The methodological approach closely follows the approach developed by The Urban Displacement Project and measures gentrification based on metrics that are estimated to contribute to commercial gentrification. It is important to note that based on the scope and timing of this analysis, this assessment has been limited to an evaluation of commercial establishments in the Neighborhood Study Area; additional analysis of establishment data in the City and larger Sacramento Region would contribute to a broader understanding of commercial gentrification trends in the Neighborhood Study Area.

### Commercial Gentrification Methodological Approach

The commercial gentrification methodological approach measured four criteria to assess commercial gentrification trends in the Neighborhood Study Area over two periods: 2000 to 2009; and 2010 to 2019. This approach relied on data from the National Establishment Time-Series (NETS) Database for 2019 and used geospatial analysis to develop a composite index of each of the four criteria, as described below:<sup>30</sup>

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<sup>30</sup> The NETS database is a comprehensive time-series database, prepared annually by Walls & Associates, of over 63 million establishments throughout the United States from 1990 through 2019. This assessment evaluates changes in establishments in the Study Area from 2000 through 2019.



1. **Minority-owned establishments.** This criterion reflects the change in the share of minority-owned establishments in a Census Tract over the study periods. A decline in the percentage share of minority-owned establishments by Census Tract is assumed to indicate commercial gentrification.
2. **Non-chain, small establishments.** This criterion reflects the change in the share of non-chain, small establishments in a Census Tract over the study periods. A decline in the percentage share of non-chain, small establishments by Census Tract is assumed to indicate commercial gentrification.
3. **Infrequently patronized establishments.** This criterion reflects the churn rate at which infrequently patronized establishments move in and out of a Census Tract.<sup>31</sup> An infrequent establishment is defined as an establishment that is not patronized often. Refer to **Table B-10** for a list of North American Industry Classification System (NAICS) codes that comprise the infrequently patronized establishments evaluated in this analysis. A higher churn rate is assumed to indicate commercial gentrification.
4. **Discretionary establishments.** This criterion reflects the churn rate at which discretionary, or optional spending, establishments move in and out of a Census Tract. Refer to **Table B-11** for a list of NAICS codes that comprise the discretionary establishments evaluated in this analysis. A higher churn rate is assumed to indicate commercial gentrification.

The raw values were calculated for each criterion for the Census Tracts in the Neighborhood Study Area, and then indexed on a scale of 1-100 to align the values for ease of comparison and aggregation. Following the Urban Displacement Project methodology, the rescaled index for the first two criteria—minority-owned establishments and non-chain, small establishments—were weighted with a factor of 3 to reflect the importance of these criteria in the overall composite index.<sup>32</sup> The re-scaled index for the other two criteria—infrequently patronized establishment churn rates and discretionary establishment churn rates—were not weighted. The weighted and unweighted indices for each criterion were aggregated to determine an overall composite index for each Census Tract. A summary of the components of the commercial gentrification methodology is provided in **Table 3**. The detailed methodological approach and supporting data and calculations are provided in **Appendix B**.

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<sup>31</sup> The churn rate is defined as number of establishments that cease operations move out of or cease, a Census Tract, divided by total number of establishments.

<sup>32</sup> Chapple, Karen, UC Berkeley & Anastasia Loukaitou-Sideris, UC Los Angeles with Silvia R. González, Dov Kadin & Joseph Poirier. Commercial Gentrification Analysis: Methodology. Urban Displacement Project.  
[https://www.urbandisplacement.org/sites/default/files/commercial\\_gentrification\\_methodology\\_.pdf](https://www.urbandisplacement.org/sites/default/files/commercial_gentrification_methodology_.pdf)  
[Accessed May 2021].

**Table 3. Commercial Gentrification Assessment Methodological Components**

	Commercial Gentrification Criteria			
	Criteria A Minority-Owned Est. Share Diff.	Criteria B Non-Chain Small Est. Share Diff.	Criteria C Infrequent Est. Churn Rate	Criteria D Discretionary Est. Churn Rate
<b>Description</b>	This criterion reflects the share difference in minority-owned establishments as a percentage of total establishments between time periods analyzed: 2000-2009; and 2010-2019. This criterion is indexed and weighted.	This criterion reflects the share difference in non-chain small establishments as a percentage of total establishments between time periods analyzed: 2000-2009; and 2010-2019. This criterion is indexed and weighted.	This criterion reflects the churn rate of infrequently-patronized establishments between time periods analyzed: 2000-2009; and 2010-2019. This criterion is indexed and not weighted.	This criterion reflects the churn rate of discretionary establishments between time periods analyzed: 2000-2009; and 2010-2019. This criterion is indexed and not weighted.
<b>Raw Value Interpretation</b>	A decline in minority-owned businesses indicates greater commercial gentrification.	A decline in non-chain small businesses indicates greater commercial gentrification.	A higher churn rate reflects greater commercial gentrification.	A higher churn rate reflects greater commercial gentrification.
<b>Indexed Value</b>	Yes (0-100 Index)	Yes (0-100 Index)	Yes (0-100 Index)	Yes (0-100 Index)
<b>Index Weighting</b>	A weighting factor was applied to the indexed value to reflect the prominent role minority-owned establishments plays in commercial gentrification.	A weighting factor was applied to the indexed value to reflect the prominent role non-chain small establishments plays in commercial gentrification.	No weighting applied to the indexed value.	No weighting applied to the indexed value.
<b>Index Weighting Factor</b>	3.00	3.00	1.00	1.00
<b>Indexed Value Interpretation</b>	<b>A higher indexed score denotes greater commercial gentrification.</b>			
	<b>Minimum</b> value generates highest indexed value; <b>Maximum</b> value generates lowest indexed value.	<b>Minimum</b> value generates highest indexed value; <b>Maximum</b> value generates lowest indexed value.	<b>Maximum</b> value generates highest indexed value; <b>Minimum</b> value generates lowest indexed value.	<b>Maximum</b> value generates highest indexed value; <b>Minimum</b> value generates lowest indexed value.

Source: 2019 National Establishment Time-Series (NETS) Database; Commercial Gentrification Analysis: Methodology, Urban Displacement Project; EPS.

## Commercial Gentrification Assessment Findings

The higher the composite index, the more a Census Tract is estimated to reflect commercial gentrification conditions. However, the most significant caveat of this assessment is that the index scores were re-scaled based on values for Census Tracts in the Neighborhood Study Area only. To derive definitive conclusions about whether Census Tracts in the Neighborhood Study Area have experienced commercial gentrification, index scores for each criterion must be calculated for each Census Tract in the broader City or larger region. Absent the significant adjustments required to the NETS database to make a broader geographical comparison, this analysis details trends and drivers of the composite index in the Neighborhood Study Area but is unable to conclude whether the Neighborhood Study Area has experienced commercial gentrification.<sup>33</sup> This caveat is discussed in greater detail later in this memorandum.

As shown in **Table 4**, the commercial gentrification assessment reveals mixed results for each Census Tract in the Neighborhood Study Area. For Subareas that are estimated to be experiencing residential gentrification (Elmhurst, the northern portion of Oak Park, and the northern portion of Tahoe & Colonial) as well as throughout the Neighborhood Study Area, the composite indices show both market conditions that are trending towards commercial gentrification (declines in minority-owned and non-chain, small establishments and higher churn rates of infrequently-patronized and discretionary establishments) and conditions that have supported additional minority-owned and non-chain, small establishments and lower churn rates of infrequently-patronized and discretionary establishments.

In assessing the individual components of the composite index, there are several key conclusions regarding indicators of commercial gentrification in the Neighborhood Study Area, although it is important to note data limitations summarized later in this memorandum. The data supporting these findings are provided in **Appendix B**:

- **The percentage of minority-owned establishments in the Neighborhood Study Area has declined over time, despite an increase in total establishments in the Neighborhood Study Area.** Between 2000 and 2019, the percentage of establishments in the City owned by minorities remained nearly static, at approximately 5.5 percent of total establishments, despite a decline of total establishments from about 4,370 in 2000 to about 4,260 in 2019. In contrast, as the number of establishments in the Neighborhood Study Area increased over this same period from 1,365 to over 2,800, the percentage of minority-owned establishments declined from 4.3 percent in 2000 to 1.4 percent in 2019. In terms of absolute establishments, the Neighborhood Study Area contained 59 minority-owned

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<sup>33</sup> In the Urban Displacement Project's commercial gentrification methodology, the top 20% of composite index scores in a broader geography (city, county, or region) were considered commercially gentrified. This level of analysis required substantial adjustments to NETS data that was outside the scope of this current effort.

establishments in 2000 and experienced a loss of 20 minority-owned establishments as of 2019, most of which were in the Lemon Hill Subarea.

Item	Gentrification Composite Index		Gentrification Composite Index Comparison		
	2000-2009	2010-2019	% Change	Composite Index Trend [1]	Primary Driver(s) of Gentrification Trend
<b>Elmhurst</b>					
6067001700	284.1	420.8	48.1%	Increasing	A decline in the proportional share of minority-owned establishments
<b>Oak Park</b>					
6067001800	338.8	211.1	(37.7%)	Declining	An increase in the proportional share of non-chain small establishments
6067002700	531.9	388.3	(27.0%)	Declining	A lower churn rate of discretionary establishments
6067002800	550.5	611.5	11.1%	Increasing	A decline in the proportional share minority-owned est.; higher churn rates for infr. and disc. est.
6067003700	410.6	257.3	(37.3%)	Declining	An increase in the proportional share of minority-owned est.; lower churn rates for infr. and disc. est.
<b>Fruitridge Pocket</b>					
6067004401	332.3	396.8	19.4%	Increasing	A decline in the proportional share of minority-owned establishments
6067004402	413.2	544.0	31.7%	Increasing	A decline in the proportional share of minority-owned establishments
<b>Tahoe &amp; Colonial</b>					
6067002900	265.9	240.8	(9.4%)	Declining	An increase in the proportional share of minority-owned and non-chain small establishments
6067003000	394.6	389.4	(1.3%)	Declining	A decline in the proportional share of minority-owned establishments
6067003101	320.3	215.5	(32.7%)	Declining	An increase in the proportional share of minority-owned and non-chain small establishments
6067003102	305.9	560.7	83.3%	Increasing	A decline in the proportional share of minority-owned establishments
<b>Lemon Hill</b>					
6067004601	436.5	557.1	27.6%	Increasing	A decline in the proportional share of minority-owned establishments
6067004602	574.5	425.8	(25.9%)	Declining	An increase in the proportional share of non-chain small establishments
6067004702	461.2	519.6	12.7%	Increasing	A decline in the proportional share of minority-owned est.; higher churn rates for infr. and disc. est.
<b>South of Fruitridge</b>					
6067003202	565.5	407.5	(27.9%)	Declining	A lower churn rate of infrequent and discretionary establishments
6067003203	275.2	369.2	34.2%	Increasing	A decline in the proportional share of minority-owned establishments
6067003204	745.9	457.9	(38.6%)	Declining	An increase in the proportional share of non-chain small est.; lower churn rates for infr. and disc. est.
6067004801	318.6	458.3	43.8%	Increasing	A decline in the proportional share of minority-owned est.; higher churn rates for infr. and disc. est.

Source: 2019 National Establishment Time-Series (NETS) Database; Commercial Gentrification Analysis: Methodology, Urban Displacement Project; EPS.

[1] An increasing composite index trend may denote an increase in factors contributing to commercial gentrification; a declining composite index trend may denote improved conditions related to commercial gentrification.



- **Anecdotal evidence affirms that minority-owned, small businesses are prospering in Oak Park despite what the numeric data suggests.** A recent article in the Sacramento Bee indicated that since 2020 minority-owned, small businesses are increasing, with 4 non-chain, small black-owned businesses that opened during the Pandemic and 2 more in the pipeline.<sup>34</sup> This finding shows the limitation of the data analysis on a census tract level, which may obscure gentrification trends that are occurring at a smaller geography (i.e., block-level impacts). Another limitation of the numeric analysis is the self-assessment, whether business owners report if they identify as a minority or leave that section blank. The thriving businesses in Oak Park provides an example for one expanse of the Neighborhood Study Area at one point in time, additional outreach to stakeholders throughout the Neighborhood Study Area, especially stakeholders in the Lemon Hill Subarea, which is home to a portion of the Little Saigon district, is necessary to determine whether these findings reflect data limitations or the reality of commercial gentrification conditions, including the loss of minority-owned establishments and cultural changes in the community.
- **Retail establishments in the Neighborhood Study Area are predominantly characterized by non-chain, small establishments, with a higher proportion of total establishments than the proportion Citywide.** Large retail chain establishments play a strong role in changing the culture of a commercial district.<sup>35</sup> To its credit, as new residents and commercial businesses have grown in the Neighborhood Study Area, the proportional share of non-chain, small businesses have also increased, from 85.3 percent in 2000 to over 90 percent of total establishments as of 2019. This increase was primarily driven by new small business growth in the northern portion of the Neighborhood Study Area (Elmhurst, Oak Park, and Tahoe & Colonial), although growth occurred throughout the Neighborhood Study Area. The City's proportional share has been consistently lower than the Neighborhood Study Area, with non-chain, small establishments representing 78.5 percent of total establishments in 2000 and declining to just under 78 percent as of 2019. Although the Neighborhood Study Area has successfully maintained - and increased - a proportional share of non-chain, small establishments, this analysis does not evaluate the extent to which the types of non-chain, small businesses have changed over time, how these establishments might align with or diverge from the preferences of incumbent residents, and whether current establishments have changed the cultural dynamics of commercial districts in the Neighborhood Study Area.

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<sup>34</sup> Clift, Theresa. 'A shift has occurred.' How Oak Park's diverse business community is thriving despite COVID. The Sacramento Bee. <https://www.sacbee.com/news/local/article253403615.html> [Accessed August 2021].

<sup>35</sup> Chapple, Karen, UC Berkeley & Anastasia Loukaitou-Sideris, UC Los Angeles with Silvia R. González, Dov Kadin & Joseph Poirier. Commercial Gentrification Analysis: Methodology. Urban Displacement Project. [https://www.urbandisplacement.org/sites/default/files/commercial\\_gentrification\\_methodology\\_.pdf](https://www.urbandisplacement.org/sites/default/files/commercial_gentrification_methodology_.pdf) [Accessed May 2021].

- **Although the total number of establishments increased, the proportional share of infrequently patronized and discretionary establishments in the Neighborhood Study Area declined between 2000 and 2010.** In 2000, infrequently patronized establishments represented 8 percent of total establishments in the Neighborhood Study Area. While the absolute number increased (from 106 to 141), the proportional share declined to 6 percent by 2010. There was a similar trend with discretionary establishments. While the absolute number of discretionary establishments increased (from 162 to 213), the proportional share declined from 12 percent in 2000 to 9 percent by 2010. Over the 2-decade study periods, the Neighborhood Study Area experienced significant churn of infrequently patronized and discretionary establishments. However, without the context of churn rates in the City or larger region, we are unable to determine whether the churn rates experienced in the Neighborhood Study Area differ markedly from averages across a broader geography.

## Analysis Limitations

The residential and commercial gentrification assessments documented in this memorandum are presented as an initial methodological approach and set of findings, subject to refinement, as new research and data become available, and supplemented by relevant qualitative data, including stakeholder input.

### Residential Gentrification Assessment

As noted in the gentrification overview, defining and measuring gentrification and displacement is complicated. Many studies have used a variety of criteria and data sources to evaluate and arrive at gentrification and displacement conclusions. While other studies have employed rigorous, statistical methods to evaluate data and formulate conclusions, the objective of the approach used for this study was to develop a simple, generalized method of evaluating gentrification and displacement that could be replicated by the City in the future. This simplified approach and use of US Census data is the sole data source result in analytical limitations that warrant documentation.

While the use of US Census data improves the validity of the conclusions, it also confines the data analyzed to a specific timeframe that may not fully capture the process of neighborhood change. On one hand, the study period may be too short, obscuring the extent of low-income household loss following an influx of other socioeconomic factors that contribute to gentrification (i.e., increases in college-educated and white residents). On another hand, the most recent Census data used in this analysis is from 2018, which will not reflect any recent socioeconomic changes. This becomes important in strong real estate market contexts (as has been the case for parts of the Neighborhood Study Area for the last several years), as above-average demand can accelerate neighborhood

change and potential displacement. Where local market conditions are more tepid, gentrification indicators may not have the same displacement impacts.<sup>36</sup>

Evaluating US Census data at the Census Tract level may obscure gentrification trends that are occurring at a smaller geography (i.e., block-level impacts). It is important to note the conclusions derived for Subareas or Census Tracts within the Subareas in this analysis may differ from the reality of existing residents at a smaller geography.

With respect to evaluating the extent of gentrification-related displacement, US Census data does not provide information about why households move or the location of their next residence. Evaluating the loss of low-income households alone is insufficient to formulating conclusions regarding displacement. Additional data, such as a stakeholder survey, could be used to further our understanding of gentrification-related displacement in the Neighborhood Study Area or other areas of the City.

### **Commercial Gentrification Assessment**

As described previously, the commercial gentrification assessment relied on establishment data derived from the NETS database. The geographical information tied to each establishment in the database (i.e., addresses, latitude and longitude coordinates) required significant manual adjustment to clean up the data and ensure that it could be evaluated geospatially and aligned with Census Tract boundaries in the Neighborhood Study Area. The methodological approach employed in this assessment requires the context of composite indices for Census Tracts in a larger geography to make determinations regarding commercial gentrification in the Census Tracts of the Neighborhood Study Area. Similar manual adjustments would be required to adequately evaluate and arrive at commercial gentrification conclusions for the Census Tracts in the Neighborhood Study Area and, based on the amount of time required to manually adjust the thousands of establishments in the Neighborhood Study Area, making similar adjustments to the additional establishments located in the City (or broader region) fell outside the scope of this analysis.

Another limitation of the commercial gentrification assessment is whether business owners report whether they identify as a minority. The composite index, and subsequent conclusions about commercial gentrification, rely heavily on business owners self-reporting as minorities, to the extent they do identify as a minority. For many establishments in the Neighborhood Study Area, the "minority owner" field was blank, leading us to conclude that the establishment was not minority-owned. Potentially, there are establishments in the Neighborhood Study Area that are indeed minority-owned but the business owner intentionally or unintentionally left this field blank.

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<sup>36</sup> Chapple, Karen, Paul Waddell, Daniel Chatman, Miriam Zuk, Anastasia Loukaitou-Sideris, Paul Ong, Silvia R. Gonzalez, Chhandara Pech, and Karolina Gorska, 2017. Developing a New Methodology for Analyzing Potential Displacement. Urban Displacement Project.  
<https://ww2.arb.ca.gov/sites/default/files/classic/research/apr/past/13-310.pdf> [Accessed June 2021].

Finally, as described previously, the Neighborhood Study Area is predominantly characterized by non-chain, small businesses, and, in fact, has experienced an increase in these establishments over time. However, further research is warranted to evaluate how non-chain, small businesses have changed over time, how these establishments align with or diverge from the preferences of incumbent residents, and whether changes in non-chain, small establishments have transformed the cultural dynamics of commercial districts in the Neighborhood Study Area.

## Next Steps and Policy Considerations

Gentrification has the potential to contribute to prosperity and an enhanced quality of life for residents and businesses in the Study Area. However, investment in the Study Area (as well as other local, regional, and Federal economic conditions) can cause real estate prices to rise, displacing existing residents and places of business and potentially changing the community's cultural history and social structure. Programmatic and public policy interventions are necessary to mitigate gentrification and pressures on the most vulnerable populations.

This section identifies ways in which the City can establish actionable strategies to continue investing in the Neighborhood Study Area while minimizing gentrification-related displacement.

- **As an initial step to better understand commercial gentrification findings in the Study Area, work with the City to make necessary adjustments to establishment data source.** The commercial gentrification assessment relied on establishment data derived from the NETS database. In order to derive findings related to gentrification and displacement in the Study Area, manual adjustments to the geographical information tied to establishments in the City (or broader region) are required. This task could be undertaken by City GIS staff or other GIS consultant. Once the adjustments have been made, EPS can evaluate the trends documented in the Study Area against the larger geographic context to derive findings.
- **Conduct stakeholder outreach to supplement the quantitative gentrification and displacement assessment.** Given the data limitations described in the previous section, quantitative data analysis should be supplemented by qualitative data to confirm or refine conclusions. The quantitative analysis may not fully capture gentrification and displacement pressures at the block level. Further, changes to the neighborhood's cultural fabric may be challenging to discern through quantitative methods. To supplement the quantitative analyses presented in this memorandum, a stakeholder survey could be used to further understand demographic, cultural, and socioeconomic changes for the purpose of crafting policies or developing programs to mitigate gentrification and displacement. The City's Neighborhood Development Action Team (NDAT), a collaboration between City departments and partner agencies, could engage with residents and business owners directly to confirm quantitative-based findings. For example, outreach could be conducted to determine whether the

types of non-chain small businesses, although indicative of inclusive economic development efforts, are meeting the needs of existing or new residents of the area.

- **Supplement existing City strategies that mitigate gentrification and displacement with additional policies to stabilize the Neighborhood Study Area.** The City and other non-City organizations currently have a set of policies and programs in place in the Study Area. There are myriad programs and initiatives, including the current Specific Plan effort, to improve neighborhood conditions relating to community engagement, culture, housing, inclusive economic development, transportation connections and safety, public health. In addition, the Neighborhood Study Area has and continues to experience an increase in proposed new residential and employment-generating uses. As considerable investment in the Neighborhood Study Area continues, there are several strategies that have been identified as effective in mitigating displacement in some communities, although these strategies should be vetted with City staff and community stakeholders to determine feasibility within the Study Area.<sup>37 38</sup>
  - **Facilitate production of both market-rate and affordable housing.** Housing production is an effective mitigating approach in the context of a strong housing market with high demand and limited supply. By increasing the supply of housing, particularly affordable housing, in strong markets, housing costs can be moderated and relieve displacement pressures.<sup>39</sup> Policies that further streamline the entitlement process, and reduce development costs and other risks to developers, should be contemplated. This strategy requires the presence of strong housing market conditions to be effective, and a long timeframe and significant costs to implement. *Existing City policies that fall under the category of facilitating housing production include the City's accessory dwelling unit ordinance and the Mixed Income Housing ordinance and associated Housing Impact Fee which generates revenues to develop affordable workforce housing; fee reductions on affordable housing projects; and development application streamlining.*
  - **Preserve affordable rental housing.** In contrast with housing production strategies, strategies that preserve both subsidized and unsubsidized affordable housing units do not require a strong housing market to be effective since they apply to existing units and can be implemented in the short-term. Preservation

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<sup>37</sup> Chapple, Karen, and Anastasia Loukaitou-Sideris, 2021. White Paper on Anti-Displacement Strategy Effectiveness. [https://www.urbandisplacement.org/sites/default/files/images/carb\\_anti-displacement\\_policy\\_white\\_paper\\_3.4.21\\_final\\_accessible.pdf](https://www.urbandisplacement.org/sites/default/files/images/carb_anti-displacement_policy_white_paper_3.4.21_final_accessible.pdf) [Accessed August 2021].

<sup>38</sup> Similar to research on the causes and effects of gentrification, research regarding the effectiveness of policies mitigating gentrification and displacement concluded a mix of findings and identified a need for further research to determine the factors or community characteristics that lead to desired outcomes.

<sup>39</sup> Chapple, Karen, and Anastasia Loukaitou-Sideris, 2021. White Paper on Anti-Displacement Strategy Effectiveness. [https://www.urbandisplacement.org/sites/default/files/images/carb\\_anti-displacement\\_policy\\_white\\_paper\\_3.4.21\\_final\\_accessible.pdf](https://www.urbandisplacement.org/sites/default/files/images/carb_anti-displacement_policy_white_paper_3.4.21_final_accessible.pdf) [Accessed August 2021].

strategies found to be the most effective at mitigating gentrification and displacement include preserving naturally occurring affordable housing through rehabilitation programs that subsidize upgrades and other unit improvements in order to maintain steady rental rates. In addition, community land trusts (CLTs) or other policies that allow for collective ownership and tenant control of the land can not only mitigate displacement but provide opportunities for building wealth. Research on CLTs caution that this type of initiative tends to help moderate-income households, rather than the most vulnerable populations.<sup>40</sup>

- **Strengthen and supplement neighborhood stabilization policies.** The City implemented the Tenant Protection Program in 2019, which establishes limits on annual rent increases and provides protection to longer-term tenants from unwarranted lease terminations. In addition, the City and other agencies and organizations provide homeownership and tenant resources. The Community Benefit Agreement (CBA) associated with the proposed Aggie Square project in the Elmhurst Subarea identified other neighborhood stabilization policies including: providing down payment and other buying assistance to low-income first-time homebuyers; expanding homelessness prevention programs; and contributing towards home repair programs. The City should consider strengthening these programs through communication to the community on available resources. The City should consider implementing additional strategies such as a foreclosure assistance and tenant right to counsel program. Neighborhood stabilization strategies were found to have a direct and immediate impact to mitigating gentrification and displacement in particular when multiple programs are implemented simultaneously.<sup>41</sup>
- **Strategies to mitigate commercial gentrification and displacement will need to be tailored to specific challenges local establishments in the Neighborhood Study Area are facing.** Based on specific challenges to Neighborhood Study Area establishments, various strategies to mitigate commercial displacement, as derived through the Small Business Anti-Displacement Toolkit, include:<sup>42</sup>
  - Establishing a **heritage tourism program** to preserve a neighborhood’s cultural identity by amplifying its heritage and creating more foot traffic for local businesses.
  - Establishing a **legacy business preservation program** to preserve long-term businesses by providing long-standing small businesses with grants, technical assistance, or other marketing and branding services.
  - Implementing a **cooperative initiative**. Consumer cooperatives, such as grocery stores, coffee shops, and hardware stores, meet community needs and

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<sup>40</sup> Ibid.

<sup>41</sup> Ibid.

<sup>42</sup> Small Business Anti-Displacement Toolkit. <https://antidisplacement.org/toolkit/>. [Accessed August 2021].



are controlled by members/customers. Worker cooperatives operate in most industries and are democratically controlled by the workers. Real estate investment cooperatives are similar to consumer co-ops in which groups of community residents pool resources to purchase community-owned real estate. A commercial real estate investment co-op is for-profit and allows residents to collectively invest in real estate, securing space for small businesses and other democratically controlled uses. These mechanisms can help residents build equity and wealth via shared ownership in commercial real estate.

- Imposing **commercial rent control** to limit the amount of rent landlords can charge existing businesses for new or renewed leases, thereby preserving affordability and mitigating displacement because of rapid rental rate increases.
- Implementing a **local hiring ordinance and purchasing program** to promote the utilization of local residents and suppliers on City-led or City-funded projects.
- Establishing a **neighborhood business incubator** to help startup businesses grow and succeed by providing free or low-cost workspace, mentorship, expertise, access to investors, and in some cases, working capital.
- Enacting a **neighborhood-serving retail zone** to sustain small, local businesses by limiting the size and type of stores in certain districts.
- Enacting a **formula business ordinance** to allow a certain number of chain stores in a particular district in order to maintain a diversity of services, methods of operation, and other features.

These actions and policy considerations, coupled with additional strategies derived through various methods throughout the Project, will be vetted and prioritized with City staff and community stakeholders as part of the forthcoming Specific Plan Area neighborhood action plan.



## APPENDICES:

Appendix A: Residential Gentrification  
Assessment Methodology

Appendix B: Commercial Gentrification  
Assessment Methodology

# Appendix A

## Residential Gentrification Assessment Methodology

To measure the different elements to displacement and gentrification, the analysis measures 4 major criteria:

- Criteria A measures a Census Tract by their majority Income Category.
- Criteria B measures Displacement.
- Criteria C measures Gentrification.
- Criteria D measures Demographic Drivers of Gentrification.

### Income Category Criteria

The income category criterion, **Criteria A**, characterizes the overarching income category for each Census Tract in 2018. The Census Tracts are categorized by measuring the percentage of households by the income category using the 2018 California Department of Housing and Community Development's (HCD) Income Limits in Sacramento County for a household size of 3, as well as examining the median household income for each Census Tract as shown in **Table A-1**. A Census Tract's household income category is assigned based on whether there is a majority income category (the percentage of households in any of the income categories exceeds 50 percent). If there is no defined majority household income category ("NA"), the Census Tract is defined as containing a mixture of household incomes and the category is assigned based on median household income (i.e., Mixed-Low; Mixed-Moderate; Mixed-High).

### Displacement Criteria

The displacement criterion combines the income category, **Criteria A**, with a measurement of the change in low-income households in each Census Tract between 2010 and 2018, **Criteria B**, as shown in **Table A-2**.

A Census Tract that is measured as "**Susceptible to Displacement**" includes the following criterion:

- A majority of low-income households, or a score of 1 for **Criteria A**. Moderate- and High-income Census Tracts score 2 or higher.

A Census Tract that is experiencing **“Potential Ongoing Displacement”** includes the following criterion:

- A decline in low-income households between 2010 and 2018 in Census Tracts that experienced increased and decreased total households over this period. For Census Tracts that experienced a decline in total households, the decline in low-income households exceeded the decline in total households. In **Table A-2**, a decline in low-income households equates a score of 1 for **Criteria B**. Census Tracts with no decline in low-income households score zero.

### **Gentrification Criteria**

The gentrification criteria in **Table A-3** combine the income category, **Criteria A**, with a measurement of the change in low-income households, **Criteria B**, with a measurement of the average annual change in median gross rent from 2010 to 2018, **Criteria C**. **Criteria C** measures the magnitude of the average annual percentage change in rent for the Census Tract, as well as adjacent Census Tracts.

A Census Tract considered **“Susceptible to Gentrification”** is measured as follows:

- “Susceptible to Displacement” reflecting a majority of low-income households, or a score of 1 for **Criteria A**.  
--AND--
- An average, annual change in median rent greater than 2 percent and below 5 percent in the Census Tract for **Criteria C**, reflecting a score of 1 or more.  
--OR--
- An average annual change in median rent of greater than 2 percent and below 4 percent in adjacent Census Tracts for **Criteria C**, reflecting a score of 1.

Census Tracts that are categorized as **“Susceptible to Gentrification”** are also susceptible to displacement but not necessarily experiencing displacement of low-income households.

A Census Tract experiencing “**Early Gentrification**” reflects the following criteria:

- A majority of low-income households, a score of 1 for **Criteria A**.  
--AND--
- A decline in low-income households from 2010 to 2018, a score of 1 for **Criteria B**.  
--AND--
- An average annual change in median rent of greater than 5 percent in the Census Tract for **Criteria C**, reflecting a score of 2.<sup>37</sup>  
--OR--
- An average annual change in median rent greater than 5 percent in the Census Tract for **Criteria C**, reflecting a score of 1.  
--PLUS--
- An average annual change in median rent of greater than 5 percent in adjacent Census Tracts for **Criteria C**, reflecting a score of 1.  
--AND--
- **Criteria D** reflects a score of 1 in 2018 (**Criteria D** is detailed in the next section).

A Census Tract experiencing “**Advanced Gentrification**” reflects the following criteria:

- A majority of moderate-income households, a score of 2 or greater for **Criteria A**.  
--AND--
- A decline in low-income households from 2010 to 2018, a score of 1 for **Criteria B**.  
--AND--
- An average annual change in median rent of greater than 5 percent in the Census Tract for **Criteria C**, reflecting a score of 2.  
--OR--
- An average annual change in median rent of greater than 5 percent in adjacent Census Tracts for **Criteria C**, reflecting a score of 1.  
--AND--
- **Criteria D** reflects a score of 2 in 2018 (**Criteria D** is detailed in the next section).

### Demographic Gentrification Criteria

The Demographic Gentrification criteria, **Criteria D**, measure the status of change for 3 demographic categories:

- **College-Educated population** percentage compared to the City of Sacramento as a whole in 2010 and 2018. A Census Tract with a greater percentage of the college-educated population than the City reflects a score of 1.

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<sup>37</sup> A 5 percent threshold related to the average, annual change in median rent is based on the City of Sacramento’s Tenant Protection Program: <https://www.cityofsacramento.org/tpp>. Note: when the criterion was established for this gentrification assessment methodology, the program indicated the annual rental rate increase cannot exceed 5 percent plus the change in the CPI as calculated by the California Department of Industrial Relations. As of July 2021, the threshold is now 9 percent, but the methodology retains the previous 5 percent threshold.

- **White population** percentage compared to the City of Sacramento as a whole in 2010 and 2018. A Census Tract with a greater percentage of the white population than the City reflects a score of 1.
- **Homeowner Households** as a percentage of total households compared to the City of Sacramento as a whole in 2010 and 2018. A Census Tract with a greater percentage of homeowner households than the City reflects a score of 1.

These criteria are summarized in **Table A-4** for the Neighborhood Study Area.

A Census Tract categorized as “**Stable Moderate to High Income (At Risk of Becoming Exclusive)**” reflects the following criteria:

- A majority of moderate-income households, a score of 2 or greater for **Criteria A**.  
--AND--
- At least one demographic gentrification category is met in **Criteria D** for 2010 and 2018.

A Census Tract categorized as “**Stable Moderate to High Income (Early Exclusivity)**” reflects the following criteria:

- A majority of moderate- to high-income households, a score of 2 or greater for **Criteria A**.  
--AND--
- A decline in low-income households from 2010 to 2018, a score of 1 for **Criteria B**.  
--AND--
- At least 2 demographic gentrification categories are met in **Criteria D** for 2010 and 2018.

A Census Tract categorized as “**Stable Moderate to High Income (Advanced Exclusivity)**” reflects the following criteria:

- A majority of high-income households, a score of 3 for **Criteria A**.  
--AND--
- At least 2 demographic gentrification categories are met in **Criteria D** for 2010 and 2018.



**Table A-1  
Stockton Boulevard Specific Plan  
Residential Displacement Risk Assessment  
Income Category (2018)**

Item	Total Households (2018)	CRITERIA A						Household Income Category [2] Criteria A = Income or AMI Category
		Percentage of Households by Income Category [1]				Median HH Income		
		Low Income	Income	High Income	Income Category	Amount	AMI Category	
<b>Elmhurst</b>								
6067001700	2,551	48.7%	10.3%	41.1%	NA	\$59,120	80%-120% AMI	Mixed-Moderate
<b>Oak Park</b>								
6067001800	2,347	48.5%	13.6%	37.8%	NA	\$54,702	80%-120% AMI	Mixed-Moderate
6067002700	1,466	63.4%	11.9%	24.9%	Low	\$41,522	< 80% AMI	Low
6067002800	1,119	64.7%	15.3%	20.0%	Low	\$42,386	< 80% AMI	Low
6067003700	1,346	73.9%	11.4%	14.7%	Low	\$32,232	< 80% AMI	Low
<b>Fruitridge Pocket</b>								
6067004401	1,289	71.0%	15.5%	13.4%	Low	\$33,068	< 80% AMI	Low
6067004402	1,243	77.7%	15.7%	6.6%	Low	\$33,380	< 80% AMI	Low
<b>Tahoe Park</b>								
6067002900	2,331	45.8%	15.7%	38.4%	NA	\$62,609	80%-120% AMI	Mixed-Moderate
6067003000	2,768	41.9%	20.2%	38.0%	NA	\$62,971	80%-120% AMI	Mixed-Moderate
6067003101	1,196	52.3%	18.5%	29.1%	Low	\$57,256	80%-120% AMI	Low
6067003102	997	53.5%	21.3%	24.9%	Low	\$53,850	80%-120% AMI	Low
<b>Lemon Hill</b>								
6067004601	2,395	76.6%	11.6%	11.8%	Low	\$33,083	< 80% AMI	Low
6067004602	1,530	80.9%	8.9%	10.3%	Low	\$35,256	< 80% AMI	Low
6067004702	1,506	72.6%	13.9%	13.6%	Low	\$37,045	< 80% AMI	Low
<b>South Of Fruitridge</b>								
6067003202	1,658	68.1%	10.1%	21.8%	Low	\$33,947	< 80% AMI	Low
6067003203	691	71.4%	10.2%	18.5%	Low	\$37,552	< 80% AMI	Low
6067003204	1,474	67.6%	12.4%	20.1%	Low	\$38,344	< 80% AMI	Low
6067004801	1,737	60.6%	15.1%	24.3%	Low	\$45,404	< 80% AMI	Low

Source: California Department of Housing and Community Development (HCD) Income Limits 2018; US Census ACS 2019; EPS.

[1] Reflects the 2018 HCD Income Limits in Sacramento County for a household size of 3.

**Sacramento County Area Median Income (AMI)**

Low Income	< 80% AMI	\$46,160
<b>Median Income (AMI)</b>	<b>100% AMI</b>	<b>\$57,700</b>
Moderate Income	80%-120% AMI	\$46,161 - \$69,240
High Income	>120% AMI	\$69,241

[2] A Census Tract's household income category is assigned based on whether there is a majority income category (the percentage of households in any of the income categories exceeds 50%). If there is no defined majority household income category ("NA"), the Census Tract is defined as containing a mixture of household incomes and the category is assigned based on median household income (i.e., Mixed-Low; Mixed-Moderate; Mixed-High).

**Table A-2  
Stockton Boulevard Specific Plan  
Residential Displacement Risk Assessment  
Displacement Criteria**

Item	Criteria A		Change in Total HH (2010-2018)	Criteria B		Susceptible to Displacement of Low Income Households Criteria A = 1	Ongoing Displacement of Low Income Households Criteria B = 1
	Household Income Category (2018)	Low Inc. = 1 Moderate Inc. = 2 High Inc. = 3		Change in Low Income Households (2010-2018) [1]	Decline = 1 No decline = 0		
<b>City of Sacramento</b>			8,739	(980)			
<b>Elmhurst</b>							
6067001700	Mixed-Moderate	2	(67)	(272)	1	No	Yes
<b>Oak Park</b>							
6067001800	Mixed-Moderate	2	428	(41)	1	No	Yes
6067002700	Low	1	7	(215)	1	Yes	Yes
6067002800	Low	1	300	94	0	Yes	No
6067003700	Low	1	198	155	0	Yes	No
<b>Fruitridge Pocket</b>							
6067004401	Low	1	(13)	(36)	1	Yes	Yes
6067004402	Low	1	22	(67)	1	Yes	Yes
<b>Tahoe &amp; Colonial</b>							
6067002900	Mixed-Moderate	2	143	13	0	No	No
6067003000	Mixed-Moderate	2	121	(94)	1	No	Yes
6067003101	Low	1	136	(55)	1	Yes	Yes
6067003102	Low	1	(30)	(37)	1	Yes	Yes
<b>Lemon Hill</b>							
6067004601	Low	1	71	81	0	Yes	No
6067004602	Low	1	56	134	0	Yes	No
6067004702	Low	1	18	240	0	Yes	No
<b>South of Fruitridge</b>							
6067003202	Low	1	(77)	(131)	1	Yes	Yes
6067003203	Low	1	(78)	(49)	1	Yes	Yes
6067003204	Low	1	(13)	(121)	1	Yes	Yes
6067004801	Low	1	162	(21)	1	Yes	Yes

Source: U.S. Census ACS 2010 and 2018; EPS.

[1] Estimate is based on the HCD 2010 and 2018 Income Limits definition of Low Income for a household of 3 for Sacramento County, which is \$52,650 and \$57,700, respectively.

**Table A-3  
Stockton Boulevard Specific Plan  
Residential Displacement Risk Assessment  
Gentrification Detection Criteria**

Item	Criteria A		Criteria B		Average Annual Change in Median Gross Rent (2010-2018)	Criteria C	Or CT Adj. NA = 0 < 0% = 0 2-5% = 1	Susceptible to Gentrification Criteria (A = 1) + (C >= 1)	Early Gentrification [1] Criteria (A = 1) + (B = 1) + (C = 2) + (D = 1 in 2018)	Advanced Gentrification [1] Criteria (A >= 2) + (B = 1) + (C = 2) + (D = 2 in 2010, 2018)
	Household Income Category (2018)	Low Inc. = 1 Moderate Inc. = 2 High Inc. = 3	Income Households (2010-2018) Decline = 1 No decline = 0 [1]	CT Attribute < 2% = 0 2-5% = 1 > 5% = 2						
<b>City of Sacramento</b> (979.5)										
<b>Elmhurst</b>										
6067001700	Mixed-Moderate	2	(272.4)	1	(4.0%)	0	1	No	No	No
<b>Oak Park</b>										
6067001800	Mixed-Moderate	2	(40.9)	1	4.0%	1	0	No	No	No
6067002700	Low	1	(215.0)	1	(1.2%)	0	1	Yes	No	No
6067002800	Low	1	93.8	0	7.7%	2	0	Yes	No	No
6067003700	Low	1	154.7	0	3.7%	1	0	Yes	No	No
<b>Fruitridge Pocket</b>										
6067004401	Low	1	(36.2)	1	0.9%	0	1	Yes	No	No
6067004402	Low	1	(66.7)	1	1.8%	0	1	Yes	No	No
<b>Tahoe &amp; Colonial</b>										
6067002900	Mixed-Moderate	2	12.8	0	0.4%	0	1	No	No	No
6067003000	Mixed-Moderate	2	(94.0)	1	2.3%	1	0	No	No	No
6067003101	Low	1	(54.7)	1	2.6%	1	0	Yes	No	No
6067003102	Low	1	(37.3)	1	2.3%	1	0	Yes	No	No
<b>Lemon Hill</b>										
6067004601	Low	1	81.4	0	(0.4%)	0	1	Yes	No	No
6067004602	Low	1	133.9	0	1.6%	0	1	Yes	No	No
6067004702	Low	1	239.9	0	5.2%	2	0	Yes	No	No
<b>South of Fruitridge</b>										
6067003202	Low	1	(131.3)	1	3.1%	1	0	Yes	No	No
6067003203	Low	1	(48.9)	1	(4.4%)	0	1	Yes	No	No
6067003204	Low	1	(120.8)	1	(1.1%)	0	1	Yes	No	No
6067004801	Low	1	(20.9)	1	3.6%	1	0	Yes	No	No

Source: U.S Census ACS 2010 and 2018; EPS.

**Table A-4**  
**Stockton Boulevard Specific Plan**  
**Residential Displacement Risk Assessment**  
**Demographic Gentrification Criteria**

Item	CRITERIA D															At Risk of Becoming Exclusive (Stable Moderate Income) [1]	Early Exclusivity (Stable Moderate to High Income) [1]	Advanced Exclusivity (Stable High Income) [1]		
	College Educated % in CT > City % (Associate's Degree +)				White % of Population in CT > City %				Homeowner % in CT > City %				Demog. Trends (2010-2018)							
	% > City Avg. = 1		% > City Avg. = 1		% > City Avg. = 1		% > City Avg. = 1		% > City Avg. = 1		% > City Avg. = 1		Demographic Gentrification Criteria (# of Criteria Met)		Criteria (A = 2) + (D >= 1 in 2010, 2018)				Criteria (A = 2) + (B = 1) + (D >= 2 in 2010, 2018)	Criteria (A = 3) + (D >= 2 in 2010, 2018)
	2010	% < City Avg. = 0	2018	% < City Avg. = 0	2010	% < City Avg. = 0	2018	% < City Avg. = 0	2010	% < City Avg. = 0	2018	% < City Avg. = 0	2010	2018						
<b>City of Sacramento</b>	<b>37.4%</b>		<b>41.3%</b>		<b>36.1%</b>		<b>32.5%</b>		<b>55.0%</b>		<b>52.0%</b>		UP	DOWN	DOWN					
<b>Elmhurst</b>													UP	UP	UP	2	3	No	Yes	No
6067001700	47.3%	1	56.2%	1	65.3%	1	72.6%	1	49.0%	0	62.3%	1	UP	UP	UP	2	3	No	Yes	No
<b>Oak Park</b>													UP	UP	DOWN	2	2	No	Yes	No
6067001800	38.4%	1	52.9%	1	41.3%	1	52.1%	1	39.2%	0	31.8%	0	UP	UP	DOWN	2	2	No	Yes	No
6067002700	18.7%	0	38.8%	0	32.4%	0	34.1%	1	27.6%	0	35.7%	0	UP	UP	UP	0	1	No	No	No
6067002800	17.5%	0	25.5%	0	12.0%	0	22.1%	0	48.6%	0	32.5%	0	UP	UP	DOWN	0	0	No	No	No
6067003700	12.6%	0	18.0%	0	13.0%	0	16.3%	0	44.6%	0	37.5%	0	UP	UP	DOWN	0	0	No	No	No
<b>Fruitridge Pocket</b>													UP	UP	DOWN	0	0	No	No	No
6067004401	9.5%	0	13.6%	0	18.8%	0	19.4%	0	45.7%	0	39.6%	0	UP	UP	DOWN	0	0	No	No	No
6067004402	7.8%	0	12.9%	0	11.6%	0	12.4%	0	35.6%	0	30.9%	0	UP	UP	DOWN	0	0	No	No	No
<b>Tahoe &amp; Colonial</b>													UP	DOWN	UP	3	3	Yes	No	No
6067002900	43.8%	1	55.5%	1	62.3%	1	62.3%	1	63.2%	1	63.5%	1	UP	DOWN	UP	3	3	Yes	No	No
6067003000	35.9%	0	36.0%	0	50.5%	1	45.1%	1	66.3%	1	63.3%	1	UP	DOWN	DOWN	2	2	No	Yes	No
6067003101	22.1%	0	24.4%	0	38.8%	1	30.1%	0	75.7%	1	61.9%	1	UP	DOWN	DOWN	2	1	No	No	No
6067003102	22.5%	0	28.1%	0	40.8%	1	32.1%	0	65.4%	1	57.5%	1	UP	DOWN	DOWN	2	1	No	No	No
<b>Lemon Hill</b>													UP	DOWN	UP	0	0	No	No	No
6067004601	8.9%	0	10.3%	0	25.0%	0	16.8%	0	36.6%	0	38.9%	0	UP	DOWN	UP	0	0	No	No	No
6067004602	17.9%	0	12.7%	0	19.4%	0	20.0%	0	38.1%	0	32.4%	0	DOWN	UP	DOWN	0	0	No	No	No
6067004702	14.6%	0	10.9%	0	12.6%	0	8.8%	0	51.5%	0	27.5%	0	DOWN	DOWN	DOWN	0	0	No	No	No
<b>South of Fruitridge</b>													UP	DOWN	DOWN	1	0	No	No	No
6067003202	15.2%	0	21.9%	0	22.7%	0	18.9%	0	59.1%	1	42.9%	0	UP	DOWN	DOWN	1	0	No	No	No
6067003203	4.8%	0	17.1%	0	5.6%	0	7.9%	0	31.6%	0	42.0%	0	UP	UP	UP	0	0	No	No	No
6067003204	11.1%	0	13.7%	0	8.4%	0	10.2%	0	48.3%	0	49.0%	0	UP	UP	UP	0	0	No	No	No
6067004801	12.3%	0	18.4%	0	13.8%	0	13.7%	0	64.9%	1	58.7%	1	UP	DOWN	DOWN	1	1	No	No	No

Source: U.S. Census ACS, 2010 and 2018; EPS.

[1] This category reflects metrics shown in this table (Table D) and Table C.

# Appendix B

## Commercial Gentrification Assessment Methodology

### Commercial Concentration

The commercial concentration was defined for the Neighborhood Study Area for each Census Tract and the City as a whole for the study period years of 2000, 2010, and 2019 (see **Table B-1**).<sup>38</sup> Commercial establishment density is the quantity of total establishments by Census Tract/Census Tract land area. This exercise is completed to compare the commercial establishment density of the Neighborhood Study Area's Census Tracts with the City's average.

### Commercial Gentrification Composite Index

To measure commercial gentrification, the Commercial Gentrification Index was established by developing aggregate scores for 4 indexed metrics, **Criteria A, B, C,** and **D** by Census Tract.

**Tables B-2** and **B-3** summarize the index, weight, and summarize **Criteria A** through **D** from 2000 to 2009 and 2010 to 2019, respectively. To index the values, the raw values are indexed on a scale of 0 to 100 using the minimum and maximum for each criterion in the Neighborhood Study Area.<sup>39</sup> The values for **Criteria A** and **B** are weighted and then the index scores for all 4 criteria are aggregated into the composite score.

### Minority-Owned Establishments

**Criteria A** of the Gentrification Assessment, as shown in **Table B-2**, reflect the share difference of minority-owned establishments in the Neighborhood Study Area. The total number of minority-owned establishments was divided by the total number of establishments from 2000 to 2019. The index reflects the change during 2 study periods from 2000 to 2009 and 2010 to 2019. A loss of minority-owned establishments indicates commercial gentrification. This index was weighted 3 times higher, given the salience of minority-owned establishments in the theory of commercial gentrification.

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<sup>38</sup> Commercial concentration by Census Tract for the City was not calculated because of data limitations with the NETS database.

<sup>39</sup> The minimum and maximum for indexing the values are the minimum and maximum values for the Study Area. The maximum and minimum for the larger geography of the City of Sacramento for each Census Tract were not calculated because of data limitations for the establishment addresses in the NETS database.

*Criteria A = (Current total M-O est./Current total est.) - (Start of study period total M-O est./Start of study period total est.)*

### ***Non-Chain Small Business Establishments***

**Criteria B** of the Gentrification Assessment, as shown in **Table B-3**, reflect the share difference of Non-chain small businesses in the Neighborhood Study Area. A small business establishment is defined as an establishment with fewer than 20 employees and fewer than 5 total establishments in the parent company. The total number of non-chain small business establishments was divided by the total number of establishments from 2000 to 2019. The index reflects the change during 2 study periods from 2000 to 2009 and 2010 to 2019. A loss of non-chain small business establishments indicates commercial gentrification. This index was also weighted 3 times higher, given the importance of non-chain small businesses in the theory of commercial gentrification.

*Current total NC-SB est./Current total est.) -  
(Start of study period total NC-SB est./Start of study period total est.)*

### ***Infrequent Establishment Churn***

**Criteria C** of the Gentrification Risk Assessment, as shown in **Tables B-4** and **B-5**, reflect the infrequent (not shopped at often) establishment churn in the Neighborhood Study Area. This index measures the rate at which infrequently patronized businesses move into and out of the Census Tract from 2000 to 2019. The index reflects the churn rate during 2 study periods from 2000 to 2009 and 2010 to 2019. A higher churn rate denotes more commercial gentrification. Infrequent establishments by NAICS are defined in **Table B-8**.

*(Establishment Deaths + Out-Migration)/  
(Total Est. at start of study period)*

### ***Discretionary Establishment Churn***

**Criteria D** of the Gentrification Assessment, as shown in **Tables B-6** and **B-7**, reflect the discretionary (optional spending for consumers) establishment churn, the rate at which discretionary businesses move into and out of the Census Tract. This index measures the rate at which discretionary patronized businesses moved into and out of the Census Tract from 2000 to 2019. The index reflects the churn rate during 2 study periods from 2000 to 2009 and 2010 to 2019. A higher churn rate denotes more commercial gentrification. Discretionary establishments by NAICS are defined in **Table B-9**.

*(Establishment Deaths + Out-Migration)/  
(Total Est. at start of study period)*

**Table B-1  
Commercial Displacement and Gentrification Risk Assessment  
Stockton Boulevard  
Commercial Concentration**

Item	Total Parcel Acreage	2000		2010		2019	
		Total Est.	Density (Est. per Acre)	Total Est.	Density (Est. per Acre)	Total Est.	Density (Est. per Acre)
<b>Elmhurst</b>							
6067001700	661.8	147	0.22	302	0.46	425	0.64
<b>Oak Park</b>							
6067001800	307.0	100	0.15	204	0.31	317	0.48
6067002700	204.1	87	0.13	152	0.23	169	0.26
6067002800	178.4	41	0.06	86	0.13	101	0.15
6067003700	252.5	84	0.13	140	0.21	144	0.22
<b>Fruitridge Pocket</b>							
6067004401	282.2	108	0.16	178	0.27	162	0.24
6067004402	257.2	53	0.08	83	0.13	87	0.13
<b>Tahoe &amp; Colonial</b>							
6067002900	476.1	110	0.17	199	0.30	237	0.36
6067003000	515.5	108	0.16	217	0.33	243	0.37
6067003101	254.7	37	0.06	66	0.10	72	0.11
6067003102	232.1	57	0.09	83	0.13	83	0.13
<b>Lemon Hill</b>							
6067004601	465.6	103	0.16	164	0.25	184	0.28
6067004602	225.9	43	0.06	61	0.09	58	0.09
6067004702	292.5	56	0.08	101	0.15	92	0.14
<b>South of Fruitridge</b>							
6067003202	334.3	118	0.18	138	0.21	149	0.23
6067003203	203.7	19	0.03	41	0.06	35	0.05
6067003204	329.6	46	0.07	118	0.18	124	0.19
6067004801	374.2	48	0.07	127	0.19	156	0.24
<b>Average</b>	324.9	76	0.11	137	0.21	158	0.24
<b>City of Sacramento</b>	<b>45,596</b>	<b>4,374</b>	<b>0.10</b>	<b>5,523</b>	<b>0.12</b>	<b>4,261</b>	<b>0.09</b>

Source: 2019 National Establishment Time-Series (NETS) Database;  
Commercial Gentrification Analysis: Methodology, Urban Displacement Project; EPS.

[1] A loss of minority-owned businesses indicates commercial gentrification.



**Table B-2**  
**Commercial Displacement and Gentrification Risk Assessment**  
**Stockton Boulevard**  
**Commercial Gentrification Assessment (2000-2009)**

Item	Criteria A			Criteria B			Criteria C			Criteria D			Criteria A+B		All Criteria	
	Minority-Owned Est. Share Diff.			Non-Chain Small Est. Share Diff.			Infrequent Est. Churn Rate			Discretionary Est. Churn Rate			Index Score	% of Max	Index Score	% of Max
	Raw Value	Indexed Value	Value After Weighting	Raw Value	Indexed Value	Value After Weighting	Raw Value	Indexed Value	Value After Weighting	Raw Value	Indexed Value	Value After Weighting				
<b>Assumptions [1]</b>																
Minimum Value for Index	(0.05)	100.00	-	(0.01)	100.00	-	0.00	0.00	-	0.89	0.00	-	-	-	-	-
Maximum Value for Index	0.04	0.00	-	0.11	0.00	-	2.00	100.00	-	3.50	100.00	-	-	-	-	-
Weighting Factor	-	-	3.00	-	-	3.00	-	-	1.00	-	-	1.00	600.00	-	800.00	-
<b>Elmhurst</b>																
6067001700	(0.02)	67.23	201.69	0.11	0.00	0.00	1.33	66.67	66.67	1.30	15.74	15.74	201.69	33.6%	284.10	35.5%
<b>Oak Park</b>																
6067001800	(0.02)	66.86	200.59	0.10	2.54	7.61	1.86	92.86	92.86	1.88	37.77	37.77	208.20	34.7%	338.82	42.4%
6067002700	(0.03)	72.63	217.89	0.03	70.64	211.93	1.00	50.00	50.00	2.25	52.13	52.13	429.82	71.6%	531.95	66.5%
6067002800	(0.03)	71.90	215.70	0.00	92.70	278.10	0.67	33.33	33.33	1.50	23.40	23.40	493.80	82.3%	550.54	68.8%
6067003700	(0.03)	75.01	225.03	0.05	47.40	142.20	0.87	43.33	43.33	0.89	0.00	0.00	367.23	61.2%	410.57	51.3%
<b>Fruitridge Pocket</b>																
6067004401	(0.02)	70.17	210.50	0.10	6.52	19.57	1.50	75.00	75.00	1.60	27.23	27.23	230.06	38.3%	332.30	41.5%
6067004402	(0.01)	54.44	163.31	0.04	57.53	172.60	1.33	66.67	66.67	1.17	10.64	10.64	335.91	56.0%	413.21	51.7%
<b>Tahoe &amp; Colonial</b>																
6067002900	(0.01)	53.17	159.51	0.08	19.08	57.24	0.85	42.31	42.31	1.07	6.81	6.81	216.75	36.1%	265.87	33.2%
6067003000	0.00	41.24	123.71	0.03	65.00	195.00	1.23	61.54	61.54	1.26	14.33	14.33	318.71	53.1%	394.58	49.3%
6067003101	(0.01)	57.97	173.91	0.07	30.72	92.16	1.00	50.00	50.00	1.00	4.26	4.26	266.07	44.3%	320.33	40.0%
6067003102	(0.01)	57.07	171.21	0.07	33.54	100.62	0.67	33.33	33.33	0.91	0.77	0.77	271.83	45.3%	305.94	38.2%
<b>Lemon Hill</b>																
6067004601	(0.03)	81.56	244.67	0.07	28.87	86.60	1.75	87.50	87.50	1.35	17.77	17.77	331.27	55.2%	436.55	54.6%
6067004602	(0.03)	76.59	229.77	0.02	75.51	226.52	1.67	83.33	83.33	1.80	34.89	34.89	456.28	76.0%	574.51	71.8%
6067004702	(0.03)	80.32	240.95	0.07	32.28	96.85	2.00	100.00	100.00	1.50	23.40	23.40	337.79	56.3%	461.20	57.6%
<b>South of Fruitridge</b>																
6067003202	(0.01)	57.01	171.02	(0.01)	100.00	300.00	1.71	85.71	85.71	1.12	8.76	8.76	471.02	78.5%	565.50	70.7%
6067003203	0.04	0.00	0.00	0.00	90.30	270.90	0.00	0.00	0.00	1.00	4.26	4.26	270.90	45.1%	275.15	34.4%
6067003204	(0.05)	100.00	300.00	0.01	81.98	245.93	2.00	100.00	100.00	3.50	100.00	100.00	545.93	91.0%	745.93	93.2%
6067004801	(0.02)	64.27	192.80	0.10	6.56	19.67	1.60	80.00	80.00	1.57	26.14	26.14	212.47	35.4%	318.61	39.8%

Source: 2019 National Establishment Time-Series (NETS) Database; Commercial Gentrification Analysis: Methodology, Urban Displacement Project; EPS.

[1] The minimum and maximum for indexing the values are the minimum and maximum values for the Study Area. The maximum and minimum for the larger geography of the City of Sacramento for each Census Tract were not calculated due to data limitations for the establishment addresses within the NETS database.

**Table B-3  
Commercial Displacement and Gentrification Risk Assessment  
Stockton Boulevard  
Commercial Gentrification Assessment (2010-2019)**

Item	Criteria A Minority-Owned Est. Share Diff.			Criteria B Non-Chain Small Est. Share Diff.			Criteria C Infrequent Est. Churn Rate			Criteria D Discretionary Est. Churn Rate			Criteria A+B		All Criteria	
	Raw Value	Indexed Value	Value After Weighting	Raw Value	Indexed Value	Value After Weighting	Raw Value	Indexed Value	Value After Weighting	Raw Value	Indexed Value	Value After Weighting	Index Score	% of Max	Index Score	% of Max
	<b>Assumptions [1]</b>															
Minimum Value for Index	(0.04)	100.00	-	(0.04)	100.00	-	0.00	0.00	-	0.50	0.00	-	-	-	-	-
Maximum Value for Index	0.01	0.00	-	0.07	0.00	-	4.00	100.00	-	2.50	100.00	-	-	-	-	-
Weighting Factor	-	-	3.00	-	-	3.00	-	-	1.00	-	-	1.00	600.00	-	800.00	-
<b>Elmhurst</b>																
6067001700	(0.01)	51.57	154.70	(0.01)	72.39	217.18	1.09	27.27	27.27	0.93	21.67	21.67	371.88	62.0%	420.82	52.6%
<b>Oak Park</b>			200.59			7.61			92.86			37.77				
6067001800	(0.01)	46.85	140.56	0.07	0.00	0.00	1.25	31.25	31.25	1.29	39.29	39.29	140.56	23.4%	211.10	26.4%
6067002700	(0.00)	29.62	88.87	0.01	60.38	181.13	2.40	60.00	60.00	1.67	58.33	58.33	270.00	45.0%	388.33	48.5%
6067002800	(0.02)	72.75	218.24	(0.02)	81.09	243.27	3.00	75.00	75.00	2.00	75.00	75.00	461.51	76.9%	611.51	76.4%
6067003700	0.01	11.92	35.76	0.00	64.33	193.00	0.67	16.67	16.67	0.74	11.84	11.84	228.77	38.1%	257.27	32.2%
<b>Fruitridge Pocket</b>																
6067004401	(0.00)	33.61	100.84	(0.02)	88.93	266.78	0.64	16.07	16.07	0.76	13.10	13.10	367.62	61.3%	396.79	49.6%
6067004402	(0.04)	100.00	300.00	0.00	62.30	186.89	1.00	25.00	25.00	1.14	32.14	32.14	486.89	81.1%	544.03	68.0%
<b>Tahoe &amp; Colonial</b>																
6067002900	0.01	6.47	19.41	0.02	47.77	143.30	1.20	30.00	30.00	1.46	48.08	48.08	162.71	27.1%	240.79	30.1%
6067003000	(0.01)	38.94	116.82	(0.01)	75.85	227.56	1.00	25.00	25.00	0.90	20.00	20.00	344.37	57.4%	389.37	48.7%
6067003101	0.01	0.00	0.00	0.06	5.16	15.49	4.00	100.00	100.00	2.50	100.00	100.00	15.49	2.6%	215.49	26.9%
6067003102	(0.02)	74.45	223.35	(0.04)	100.00	300.00	0.80	20.00	20.00	0.85	17.31	17.31	523.35	87.2%	560.66	70.1%
<b>Lemon Hill</b>																
6067004601	(0.03)	90.10	270.29	(0.02)	82.06	246.18	0.71	17.86	17.86	0.95	22.73	22.73	516.47	86.1%	557.05	69.6%
6067004602	(0.02)	58.83	176.50	0.01	51.43	154.29	1.60	40.00	40.00	1.60	55.00	55.00	330.79	55.1%	425.79	53.2%
6067004702	(0.02)	65.74	197.23	(0.01)	77.71	233.12	2.00	50.00	50.00	1.29	39.29	39.29	430.35	71.7%	519.63	65.0%
<b>South of Fruitridge</b>																
6067003202	(0.01)	54.98	164.94	(0.00)	67.79	203.38	0.83	20.83	20.83	0.87	18.33	18.33	368.32	61.4%	407.49	50.9%
6067003203	(0.01)	49.62	148.85	(0.01)	73.46	220.38	0.00	0.00	0.00	0.50	0.00	0.00	369.23	61.5%	369.23	46.2%
6067003204	(0.01)	45.27	135.82	0.01	57.38	172.13	2.00	50.00	50.00	2.50	100.00	100.00	307.95	51.3%	457.95	57.2%
6067004801	(0.02)	60.49	181.48	0.01	57.08	171.24	1.89	47.22	47.22	1.67	58.33	58.33	352.72	58.8%	458.28	57.3%

Source: 2019 National Establishment Time-Series (NETS) Database; Commercial Gentrification Analysis: Methodology, Urban Displacement Project; EPS.

[1] The minimum and maximum for indexing the values are the minimum and maximum values for the Study Area. The maximum and minimum for the larger geography of the City of Sacramento for each Census Tract were not calculated due to data limitations for the establishment addresses within the NETS database.

**Table B-4  
Commercial Displacement and Gentrification Risk Assessment  
Stockton Boulevard  
Minority-Owned Establishments (2000, 2010, 2019)**

Item	CRITERIA A										Share Difference of Minority-Owned Establishments	
	2000			2010			2019			2000-2010	2010-2019	
	Total Est.	Total	% of Total	Total Est.	Total	% of Total	Total Est.	Total	% of Total			
<i>Formula</i>	<i>a</i>	<i>b</i>	<i>c = b / a</i>	<i>d</i>	<i>e</i>	<i>f = e / d</i>	<i>g</i>	<i>h</i>	<i>i = h / g</i>	<i>j = f - c</i>	<i>k = i - f</i>	
<b>Elmhurst</b>												
6067001700	147	6	4.1%	302	6	2.0%	425	3	0.7%	(2.1%)	(1.3%)	
<b>Oak Park</b>												
6067001800	100	5	5.0%	204	6	2.9%	317	6	1.9%	(2.1%)	(1.0%)	
6067002700	87	4	4.6%	152	3	2.0%	169	3	1.8%	(2.6%)	(0.2%)	
6067002800	41	2	4.9%	86	2	2.3%	101	0	0.0%	(2.6%)	(2.3%)	
6067003700	84	3	3.6%	140	1	0.7%	144	2	1.4%	(2.9%)	0.7%	
<b>Subtotal Oak Park</b>	<b>312</b>	<b>14</b>	<b>4.5%</b>	<b>582</b>	<b>12</b>	<b>2.1%</b>	<b>731</b>	<b>11</b>	<b>1.5%</b>	<b>(2.4%)</b>	<b>(0.6%)</b>	
<b>Fruitridge Pocket</b>												
6067004401	108	5	4.6%	178	4	2.2%	162	3	1.9%	(2.4%)	(0.4%)	
6067004402	53	3	5.7%	83	4	4.8%	87	1	1.1%	(0.8%)	(3.7%)	
<b>Subtotal Fruitridge Pocket</b>	<b>161</b>	<b>8</b>	<b>5.0%</b>	<b>261</b>	<b>8</b>	<b>3.1%</b>	<b>249</b>	<b>4</b>	<b>1.6%</b>	<b>(1.9%)</b>	<b>(1.5%)</b>	
<b>Tahoe &amp; Colonial</b>												
6067002900	110	3	2.7%	199	4	2.0%	237	7	3.0%	(0.7%)	0.9%	
6067003000	108	2	1.9%	217	5	2.3%	243	4	1.6%	0.5%	(0.7%)	
6067003101	37	1	2.7%	66	1	1.5%	72	2	2.8%	(1.2%)	1.3%	
6067003102	57	2	3.5%	83	2	2.4%	83	0	0.0%	(1.1%)	(2.4%)	
<b>Subtotal Tahoe &amp; Colonial</b>	<b>312</b>	<b>8</b>	<b>2.6%</b>	<b>565</b>	<b>12</b>	<b>2.1%</b>	<b>635</b>	<b>13</b>	<b>2.0%</b>	<b>(0.4%)</b>	<b>(0.1%)</b>	
<b>Lemon Hill</b>												
6067004601	103	8	7.8%	164	7	4.3%	184	2	1.1%	(3.5%)	(3.2%)	
6067004602	43	2	4.7%	61	1	1.6%	58	0	0.0%	(3.0%)	(1.6%)	
6067004702	56	3	5.4%	101	2	2.0%	92	0	0.0%	(3.4%)	(2.0%)	
<b>Subtotal Lemon Hill</b>	<b>202</b>	<b>13</b>	<b>6.4%</b>	<b>326</b>	<b>10</b>	<b>3.1%</b>	<b>334</b>	<b>2</b>	<b>0.6%</b>	<b>(3.4%)</b>	<b>(2.5%)</b>	
<b>South of Fruitridge</b>												
6067003202	118	3	2.5%	138	2	1.4%	149	0	0.0%	(1.1%)	(1.4%)	
6067003203	19	1	5.3%	41	4	9.8%	35	3	8.6%	4.5%	(1.2%)	
6067003204	46	4	8.7%	118	4	3.4%	124	3	2.4%	(5.3%)	(1.0%)	
6067004801	48	2	4.2%	127	3	2.4%	156	1	0.6%	(1.8%)	(1.7%)	
<b>Subtotal South of Fruitridge</b>	<b>231</b>	<b>10</b>	<b>4.3%</b>	<b>424</b>	<b>13</b>	<b>3.1%</b>	<b>464</b>	<b>7</b>	<b>1.5%</b>	<b>(1.3%)</b>	<b>(1.6%)</b>	
<b>Study Area</b>	<b>1,365</b>	<b>59</b>	<b>4.3%</b>	<b>2,460</b>	<b>61</b>	<b>2.5%</b>	<b>2,838</b>	<b>40</b>	<b>1.4%</b>	<b>(1.8%)</b>	<b>(1.1%)</b>	
<b>City of Sacramento</b>	<b>4,374</b>	<b>245</b>	<b>5.6%</b>	<b>5,523</b>	<b>303</b>	<b>5.5%</b>	<b>4,261</b>	<b>232</b>	<b>5.4%</b>	<b>(0.1%)</b>	<b>(0.0%)</b>	

Source: 2019 National Establishment Time-Series (NETS) Database; Commercial Gentrification Analysis: Methodology, Urban Displacement Project; EPS.

**Table B-5  
Commercial Displacement and Gentrification Risk Assessment  
Stockton Boulevard  
Non-Chain Small Business Establishments (2000, 2010, 2019)**

Item	CRITERIA B										
	2000			2010			2019			Share Difference of Non-Chain Small Establishments	
	Total Est.	Non-Chain Small Establishments		Total Est.	Non-Chain Small Establishments		Total Est.	Non-Chain Small Establishments		2000-2010	2010-2019
		Total	% of Total		Total	% of Total		Total	% of Total		
<i>Formula</i>	<i>a</i>	<i>b</i>	<i>c = b / a</i>	<i>d</i>	<i>e</i>	<i>f = e / d</i>	<i>g</i>	<i>h</i>	<i>i = h / g</i>	<i>j = f - c</i>	<i>k = i - f</i>
<b>Elmhurst</b>											
6067001700	147	110	74.8%	302	258	85.4%	425	360	84.7%	10.6%	(0.7%)
<b>Oak Park</b>											
6067001800	100	74	74.0%	204	172	84.3%	317	289	91.2%	10.3%	6.9%
6067002700	87	75	86.2%	152	135	88.8%	169	151	89.3%	2.6%	0.5%
6067002800	41	40	97.6%	86	84	97.7%	101	97	96.0%	0.1%	(1.6%)
6067003700	84	76	90.5%	140	134	95.7%	144	138	95.8%	5.2%	0.1%
<b>Subtotal Oak Park</b>	<b>312</b>	<b>265</b>	<b>84.9%</b>	<b>582</b>	<b>525</b>	<b>90.2%</b>	<b>731</b>	<b>675</b>	<b>92.3%</b>	<b>5.3%</b>	<b>2.1%</b>
<b>Fruitridge Pocket</b>											
6067004401	108	84	77.8%	178	156	87.6%	162	138	85.2%	9.9%	(2.5%)
6067004402	53	47	88.7%	83	77	92.8%	87	81	93.1%	4.1%	0.3%
<b>Subtotal Fruitridge Pocket</b>	<b>161</b>	<b>131</b>	<b>81.4%</b>	<b>261</b>	<b>233</b>	<b>89.3%</b>	<b>249</b>	<b>219</b>	<b>88.0%</b>	<b>7.9%</b>	<b>(1.3%)</b>
<b>Tahoe &amp; Colonial</b>											
6067002900	110	88	80.0%	199	176	88.4%	237	214	90.3%	8.4%	1.9%
6067003000	108	103	95.4%	217	214	98.6%	243	237	97.5%	3.2%	(1.1%)
6067003101	37	31	83.8%	66	60	90.9%	72	70	97.2%	7.1%	6.3%
6067003102	57	49	86.0%	83	77	92.8%	83	74	89.2%	6.8%	(3.6%)
<b>Subtotal Tahoe &amp; Colonial</b>	<b>312</b>	<b>271</b>	<b>86.9%</b>	<b>565</b>	<b>527</b>	<b>93.3%</b>	<b>635</b>	<b>595</b>	<b>93.7%</b>	<b>6.4%</b>	<b>0.4%</b>
<b>Lemon Hill</b>											
6067004601	103	81	78.6%	164	141	86.0%	184	155	84.2%	7.3%	(1.7%)
6067004602	43	40	93.0%	61	58	95.1%	58	56	96.6%	2.1%	1.5%
6067004702	56	51	91.1%	101	99	98.0%	92	89	96.7%	6.9%	(1.3%)
<b>Subtotal Lemon Hill</b>	<b>202</b>	<b>172</b>	<b>85.1%</b>	<b>326</b>	<b>298</b>	<b>91.4%</b>	<b>334</b>	<b>300</b>	<b>89.8%</b>	<b>6.3%</b>	<b>(1.6%)</b>
<b>South of Fruitridge</b>											
6067003202	118	112	94.9%	138	130	94.2%	149	140	94.0%	(0.7%)	(0.2%)
6067003203	19	18	94.7%	41	39	95.1%	35	33	94.3%	0.4%	(0.8%)
6067003204	46	45	97.8%	118	117	99.2%	124	124	100.0%	1.3%	0.8%
6067004801	48	41	85.4%	127	121	95.3%	156	150	96.2%	9.9%	0.9%
<b>Subtotal South of Fruitridge</b>	<b>231</b>	<b>216</b>	<b>93.5%</b>	<b>424</b>	<b>407</b>	<b>96.0%</b>	<b>464</b>	<b>447</b>	<b>96.3%</b>	<b>2.5%</b>	<b>0.3%</b>
<b>Study Area</b>	<b>1,365</b>	<b>1,165</b>	<b>85.3%</b>	<b>2,460</b>	<b>2,248</b>	<b>91.4%</b>	<b>2,838</b>	<b>2,596</b>	<b>91.5%</b>	<b>6.0%</b>	<b>0.1%</b>
<b>City of Sacramento</b>	<b>4,374</b>	<b>3,435</b>	<b>78.5%</b>	<b>5,523</b>	<b>4,459</b>	<b>80.7%</b>	<b>4,261</b>	<b>3,316</b>	<b>77.8%</b>	<b>2.2%</b>	<b>(2.9%)</b>

Source: 2019 National Establishment Time-Series (NETS) Database; Commercial Gentrification Analysis: Methodology, Urban Displacement Project; EPS.

**Table B-6**  
**Commercial Displacement and Gentrification Risk Assessment**  
**Stockton Boulevard**  
**Infrequent Establishment Churn (2000-2009)**

Item	Total Infrequent Est. [1] 2000	CRITERIA C					Total Churn
		Infrequent Establishment Churn 2000-2009					
		Newly Created	Moved into the Area	Went out of Business	Moved Out of the Area		
<i>Formula</i>	<i>a</i>	<i>b</i>	<i>c</i>	<i>d</i>	<i>e</i>	<i>f = d + e</i>	
<b>Elmhurst</b>							
6067001700	6	7	1	7	0	8	
<b>Oak Park</b>							
6067001800	7	4	2	11	0	13	
6067002700	3	2	0	3	0	3	
6067002800	3	0	0	2	0	2	
6067003700	15	3	1	12	0	13	
<b>Fruitridge Pocket</b>							
6067004401	6	10	2	7	0	9	
6067004402	3	4	1	3	0	4	
<b>Tahoe &amp; Colonial</b>							
6067002900	13	4	1	10	0	11	
6067003000	13	20	3	13	0	16	
6067003101	1	1	0	1	0	1	
6067003102	9	0	0	6	0	6	
<b>Lemon Hill</b>							
6067004601	8	9	1	13	0	14	
6067004602	3	3	1	4	0	5	
6067004702	3	2	1	5	0	6	
<b>South of Fruitridge</b>							
6067003202	7	3	0	12	0	12	
6067003203	0	0	0	1	0	1	
6067003204	1	1	0	2	0	2	
6067004801	5	6	3	5	0	8	
<b>Study Area</b>	<b>106</b>	<b>79</b>	<b>17</b>	<b>117</b>	<b>0</b>	<b>134</b>	
<i>Percentage of Total Est.</i>	<i>8%</i>						

Source: 2019 National Establishment Time-Series (NETS) Database; Commercial Gentrification Analysis: Methodology, Urban Displacement Project; EPS.

[1] An infrequent establishment is defined as an establishment that is not shopped at often. This analysis uses the North American Industry Classification codes to define infrequent establishments, see Table B-10 for the complete list of Infrequent Establishment NAICS codes and their associated business ty

**Table B-7**  
**Commercial Displacement and Gentrification Risk Assessment**  
**Stockton Boulevard**  
**Infrequent Establishment Churn (2010-2019)**

Item	Total Infrequent Est. [1] 2010	CRITERIA C					Total Churn
		Infrequent Establishment Churn 2010-2019					
		Newly Created	Moved into the Area	Went out of Business	Moved Out of the Area		
<i>Formula</i>	<i>a</i>	<i>b</i>	<i>c</i>	<i>d</i>	<i>e</i>	<i>f = d + e</i>	
<b>Elmhurst</b>							
6067001700	11	12	1	11	0	12	
<b>Oak Park</b>							
6067001800	4	6	0	5	0	5	
6067002700	5	9	1	11	0	12	
6067002800	2	7	0	6	0	6	
6067003700	15	7	0	10	0	10	
<b>Fruitridge Pocket</b>							
6067004401	14	6	1	8	0	9	
6067004402	7	2	2	5	0	7	
<b>Tahoe &amp; Colonial</b>							
6067002900	10	13	1	11	0	12	
6067003000	22	16	2	20	0	22	
6067003101	1	3	0	4	0	4	
6067003102	10	11	1	7	0	8	
<b>Lemon Hill</b>							
6067004601	14	12	0	10	0	10	
6067004602	5	5	0	8	0	8	
6067004702	2	6	0	4	0	4	
<b>South of Fruitridge</b>							
6067003202	6	4	1	4	0	5	
6067003203	0	0	0	0	0	0	
6067003204	4	10	1	7	0	8	
6067004801	9	16	0	17	0	17	
<b>Study Area</b>	<b>141</b>	<b>145</b>	<b>11</b>	<b>148</b>	<b>0</b>	<b>159</b>	
<i>Percentage of Total Est.</i>	<i>6%</i>						

Source: 2019 National Establishment Time-Series (NETS) Database; Commercial Gentrification Analysis: Methodology, Urban Displacement Project; EPS.

[1] And infrequent establishment is defined as an establishment that is not shopped at often. This analysis uses the North American Industry Classification codes to define infrequent establishments, see Table B-10 for the complete list of Infrequent Establishment NAICS codes and their associated business typ

Item	Total Discretionary Est. [1] 2000	CRITERIA D Discretionary Establishment Churn 2000-2009					Total Churn	Discretionary Churn Rate
		Newly Created	Moved into the Area	Went out of Business	Moved Out of the Area			
		<i>b</i>	<i>c</i>	<i>d</i>	<i>e</i>	<i>f = d + e</i>		
<i>Formula</i>	<i>a</i>	<i>b</i>	<i>c</i>	<i>d</i>	<i>e</i>	<i>f = d + e</i>	<i>g = f / a</i>	
<b>Elmhurst</b>								
6067001700	10	11	1	12	0	13	130.0%	
<b>Oak Park</b>								
6067001800	8	7	2	13	0	15	187.5%	
6067002700	4	4	0	9	0	9	225.0%	
6067002800	4	4	1	5	0	6	150.0%	
6067003700	18	7	1	15	0	16	88.9%	
<b>Fruitridge Pocket</b>								
6067004401	10	18	3	13	0	16	160.0%	
6067004402	6	4	1	6	0	7	116.7%	
<b>Tahoe Park</b>								
6067002900	15	8	1	15	0	16	106.7%	
6067003000	19	25	7	17	0	24	126.3%	
6067003101	3	2	0	3	0	3	100.0%	
6067003102	11	4	1	9	1	10	90.9%	
<b>Lemon Hill</b>								
6067004601	17	14	2	21	0	23	135.3%	
6067004602	5	3	1	8	0	9	180.0%	
6067004702	4	5	1	5	0	6	150.0%	
<b>South of Fruitridge</b>								
6067003202	17	7	0	19	0	19	111.8%	
6067003203	2	1	0	2	0	2	100.0%	
6067003204	2	4	1	6	0	7	350.0%	
6067004801	7	11	3	8	0	11	157.1%	
<b>Study Area</b>	<b>162</b>	<b>139</b>	<b>26</b>	<b>186</b>	<b>1</b>	<b>212</b>	<b>130.9%</b>	
<i>Percent of Total Est.</i>	<i>12%</i>							

Source: 2019 National Establishment Time-Series (NETS) Database; Commercial Gentrification Analysis: Methodology, Urban Displacement Project; EPS.

[1] A discretionary establishment is defined as an optional spending for consumers establishment. This analysis uses the North American Industry Classification System (NAICS) codes to define discretionary establishments, see Table B-11 for the complete list of Discretionary Establishment NAICS codes and their associated business type.



Item	Total Discretionary Est. [1] 2010	CRITERIA D					Total Churn	Discretionary Churn Rate
		Discretionary Establishment Churn 2010-2019						
		Newly Created	Moved into the Area	Went out of Business	Moved Out of the Area			
<i>Formula</i>	<i>a</i>	<i>b</i>	<i>c</i>	<i>d</i>	<i>e</i>	<i>f = d + e</i>	<i>g = f / a</i>	
<b>Elmhurst</b>								
6067001700	15	17	2	12	0	14	93.3%	
<b>Oak Park</b>								
6067001800	7	16	0	9	0	9	128.6%	
6067002700	9	16	2	13	0	15	166.7%	
6067002800	5	9	0	10	0	10	200.0%	
6067003700	19	12	0	14	0	14	73.7%	
<b>Fruitridge Pocket</b>								
6067004401	21	11	1	15	0	16	76.2%	
6067004402	7	5	2	6	0	8	114.3%	
<b>Tahoe Park</b>								
6067002900	13	21	3	16	0	19	146.2%	
6067003000	30	23	2	25	0	27	90.0%	
6067003101	2	5	0	5	0	5	250.0%	
6067003102	13	13	1	10	0	11	84.6%	
<b>Lemon Hill</b>								
6067004601	22	22	0	21	0	21	95.5%	
6067004602	5	6	0	8	0	8	160.0%	
6067004702	7	8	0	9	0	9	128.6%	
<b>South of Fruitridge</b>								
6067003202	15	5	2	11	0	13	86.7%	
6067003203	2	0	0	1	0	1	50.0%	
6067003204	6	16	1	14	0	15	250.0%	
6067004801	15	29	0	25	0	25	166.7%	
<b>Study Area</b>	<b>213</b>	<b>234</b>	<b>16</b>	<b>224</b>	<b>0</b>	<b>240</b>	<b>112.7%</b>	
<i>Percent of Total Est.</i>	<i>9%</i>							

Source: 2019 National Establishment Time-Series (NETS) Database; Commercial Gentrification Analysis: Methodology, Urban Displacement Project; EPS.

[1] A discretionary establishment is defined as an optional spending for consumers establishment. This analysis uses the North American Industry Classification System (NAICS) codes to define discretionary establishments, see Table B-11 for the complete list of Discretionary Establishment NAICS codes and their associated business type.

**Table B-10**  
**Stockton Boulevard**  
**Commercial Displacement and Gentrification Risk Assessment**  
**NAICS Codes Used for Identifying Infrequent Establishments**

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<b>Item</b>	<b>Infrequent Establishments: Business Type</b>
<b>NAICS</b>	
441110	New Car Dealers
441120	Used Car Dealers
441210	Recreational Vehicle Dealers
441221	Motorcycle, ATV, and Personal Watercraft Dealers
441222	Boat Dealers
441229	All Other Motor Vehicle Dealers
441310	Automotive Parts and Accessories Stores
441320	Tire Dealers
442110	Furniture Stores
442210	Floor Covering Stores
442291	Window Treatment Stores
442299	All Other Home Furnishing Stores
443111	Household Appliance Stores
443112	Radio, Television, and Other Electronics Stores
443120	Computer and Software Stores
443130	Camera and Photographic Supplies Stores
444110	Home Centers
444120	Paint and Wallpaper Stores
444130	Hardware Stores
444190	Other Building Material Dealers
444210	Outdoor Power Equipment Stores
444220	Nursery, Garden Center, and Farm Supply Stores
446199	All Other Health and Personal Care Stores
447190	Other Gasoline Stations
448310	Jewelry Stores
448320	Luggage and Leather Goods Stores
451110	Sporting Goods Stores
451120	Hobby, Toy and Game Stores
451130	Sewing, Needlework, and Piece Goods Stores
451140	Musical Instrument and Supplies Stores
453310	Used Merchandise Stores
453920	Art Dealers
453930	Manufactured (Mobile) Home Dealers
453991	Tobacco Stores
453998	All Other Miscellaneous Store Retailers (except Tobacco Stores)
541940	Veterinary Services
713120	Amusement Arcades
713950	Bowling Centers
812910	Pet Care (except Veterinary) Services

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Source: Commercial Gentrification Analysis: Methodology, Urban Displacement Project; EPS.

**Table B-11**  
**Commercial Displacement and Gentrification Risk Assessment**  
**192166 Commercial Gentrification 07-15-21.xlsx**  
**NAICS Codes Used for Identifying Discretionary Establishments**

<b>Item</b>	<b>Discretionary Establishments: Business Type</b>
<b>NAICS</b>	
441110	New Car Dealers
441120	Used Car Dealers
441210	Recreational Vehicle Dealers
441221	Motorcycle, ATV, and Personal Watercraft Dealers
441222	Boat Dealers
441229	All Other Motor Vehicle Dealers
441310	Automotive Parts and Accessories Stores
441320	Tire Dealers
442110	Furniture Stores
442210	Floor Covering Stores
442291	Window Treatment Stores
442299	All Other Home Furnishing Stores
443120	Computer and Software Stores
443130	Camera and Photographic Supplies Stores
444110	Home Centers
444120	Paint and Wallpaper Stores
444130	Hardware Stores
444190	Other Building Material Dealers
444210	Outdoor Power Equipment Stores
444220	Nursery, Garden Center, and Farm Supply Stores
445291	Baked Goods Stores
445292	Confectionery and Nut Stores
445299	All Other Specialty Food Stores
445310	Beer, Wine, and Liquor Stores
446120	Cosmetics, Beauty Supplies, and Perfume Stores
446191	Food (Health) Supplement Stores
447190	Other Gasoline Stations
448310	Jewelry Stores
448320	Luggage and Leather Goods Stores
451110	Sporting Goods Stores
451120	Hobby, Toy, and Game Stores
451130	Sewing, Needlework, and Piece Goods Stores
451140	Musical Instrument and Supplies Stores
451211	Book Stores
451212	News Dealers and Newsstands
451220	Prerecorded Tape, Compact Disc, and Record Stores

**Table B-11**  
**Commercial Displacement and Gentrification Risk Assessment**  
**192166 Commercial Gentrification 07-15-21.xlsx**  
**NAICS Codes Used for Identifying Discretionary Establishments**

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<b>Item</b>	<b>Discretionary Establishments: Business Type</b>
452111	Department Stores (Except Discount Department Stores)
452112	Discount Department Stores
453110	Florists
453210	Office Supplies and Stationery Stores
453220	Gift, Novelty, and Souvenir Stores
453310	Used Merchandise Stores
453910	Pet and Pet Supplies Stores
453920	Art Dealers
453930	Manufactured (Mobile) Home Dealers
453991	Tobacco Stores
453998	All Other Miscellaneous Store Retailers (Except Tobacco Stores)
532230	Video Tape and Disc Rental
541940	Veterinary Services
713120	Amusement Arcades
713940	Fitness and Recreational Sports Centers
713950	Bowling Centers
722110	Full-Service Restaurants
722211	Limited-Service Restaurants
722212	Cafeterias, Grill Buffets, and Buffets
722213	Snack and Nonalcoholic Beverage Bars
722410	Drinking Places (Alcoholic Beverages)
812113	Nail Salons
812199	Other Personal Care Services
812910	Pet Care (except Veterinary) Services

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Source: Commercial Gentrification Analysis: Methodology, Urban Displacement Project; EPS.