

Keeping Raleigh Home: Anti-Displacement Tools & Strategies

The City of Raleigh is working to prevent and mitigate displacement. This report is a summary of existing housing anti-displacement tools and strategies.



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Keeping Raleigh Home: Anti-Displacement Tools and Strategies – October 19, 2026

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Executive Summary

The City of Raleigh utilizes a coordinated set of strategies to address housing displacement pressures associated with rapid growth and rising housing costs. These strategies are organized around four core anti-displacement pillars: **Housing Supply and Choice, Preservation of Existing Affordable Housing, Targeted Reinvestment in Areas at Risk, and Stability and Prevention**. A fifth category—**Supporting Systems and Community Partnerships**—serves as a foundation to support and sustain these pillars.

The City implements these strategies through a combination of local initiatives and federally funded programs. Collectively, they align with the City's [Affordable Housing Plan, Consolidated Plan](#), the City of Raleigh Strategic Plan, the City of Raleigh Comprehensive Plan, and broader policy goals focused on expanding access to housing and supporting long-term community stability. While the City continues to make strong progress toward these goals, limited resources make it challenging to meet the growing housing needs of Raleigh residents, and fully addressing displacement will require significant investment across levels of governments and sectors.

Raleigh's current four-pillar framework reflects a proactive approach aimed not only at preventing displacement, but also at mitigating risk through strategic investment and coordination.

Vision and Mission

Vision: A Raleigh where all residents have a safe, stable, and affordable place to call home.

Mission: The City of Raleigh Housing and Community Development Department strives to increase the supply of safe, stable, and affordable housing and actively prevent and end homelessness.



Introduction

Housing displacement can mean different things to different people. In any discussion about displacement and anti-displacement strategies, it is important to clearly define the term.

Drawing from Boston University’s Initiative on Cities, the City of Raleigh defines displacement for the purposes of this report as “the involuntary relocation of residents due to direct or indirect pressures that constrain housing choice.”¹ In growing cities such as Raleigh, these pressures are often associated with rising property values, investor activity, redevelopment of older housing stock, and shifts in neighborhood conditions. Increased housing supply, in and of itself, is not a driver of displacement—both displacement and increased housing supply are caused by not enough housing production over time. Rather, displacement pressures are more directly tied to market dynamics such as rising land values, speculative investment, and the loss of existing affordable housing. When there is a gap between the current rental income of a property and the potential rental income, such as in previously disinvested areas, this attracts the interests of investors to develop entire blocks and neighborhoods, which can coincide with or exacerbate displacement.

Because displacement can show up in different ways, anti-displacement is best understood not as a single policy, but as a set of coordinated strategies. In Raleigh, those strategies are organized around four core pillars: increasing housing supply and choice, preserving existing affordable housing, targeting investment to areas experiencing pressure, and supporting stability and prevention. A fifth category—Supporting Systems and Community Partnerships—serves as a foundation to support and sustain these pillars.



¹ Lees, L., Card, K., & Comandon, A. (2024, November 21). Louisville KY Metro Council have voted unanimously for a new Anti-Displacement Tool. Initiative on Cities, Boston University. <https://www.bu.edu/ioc/2024/11/21/louisville-ky-metro-council-have-voted-unanimously-for-a-new-anti-displacement-tool/>.

ANTI-DISPLACEMENT TOOLS & STRATEGIES



These pillars align with Raleigh's Affordable Housing Plan *A Home for Every Neighbor*, which states and expands upon the City's strategic housing goals: increasing the supply of affordable housing, improving overall housing affordability, and ending and preventing homelessness.

Increase Affordable Housing Supply

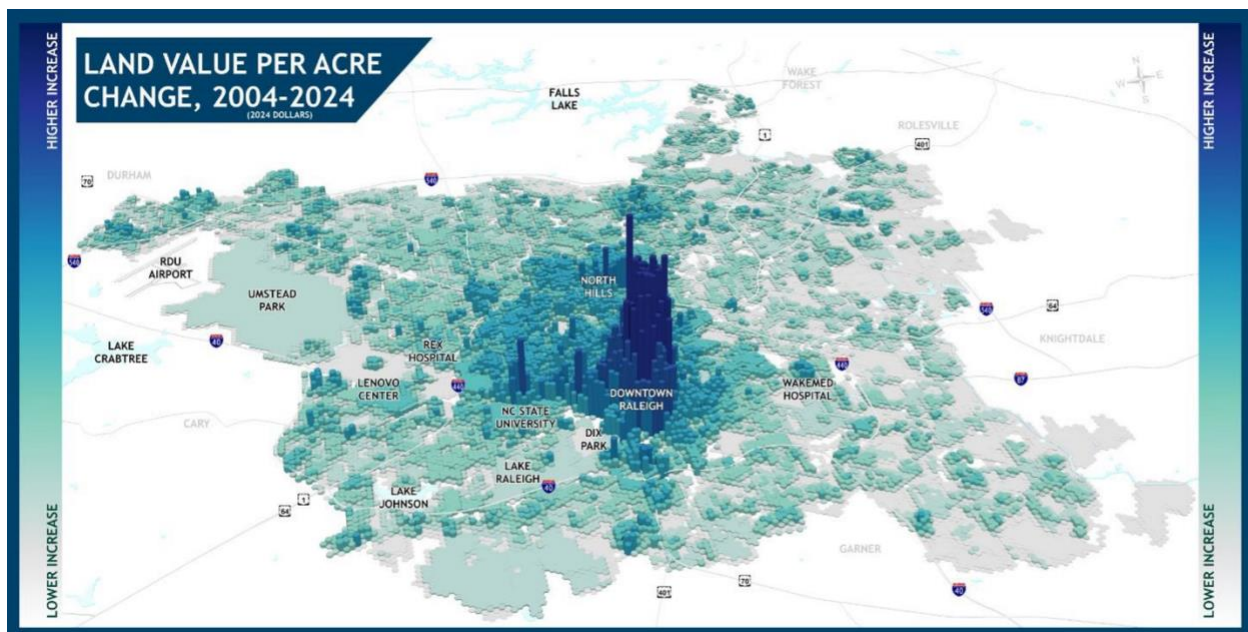
Improve Overall Housing Affordability

End and Prevent Homelessness



Raleigh has been one of the fastest growing cities in the country for the past decade, second only to Austin, Texas. The steady rise in population—the city has grown by over 70,000 since 2010—means more people are competing for an inadequately growing housing supply, driving up prices. In addition, much of Raleigh’s population growth is due to the relocation of new residents from more expensive parts of the county for higher paying jobs and lower cost of living. Raleigh has almost twice the national average of jobs paying over six figure salaries. New high-earning residents can often outcompete existing Raleigh residents for housing opportunities, especially given the insufficient housing supply growth.

Housing demand for in-town “Inside the Beltline” neighborhoods with walkable, transit-oriented housing options has increased. This increased demand for in-town, urban living has also made many historically affordable neighborhoods like South Park, Hungry Neck, Battery Heights and Roberts Park less affordable to long-time residents.



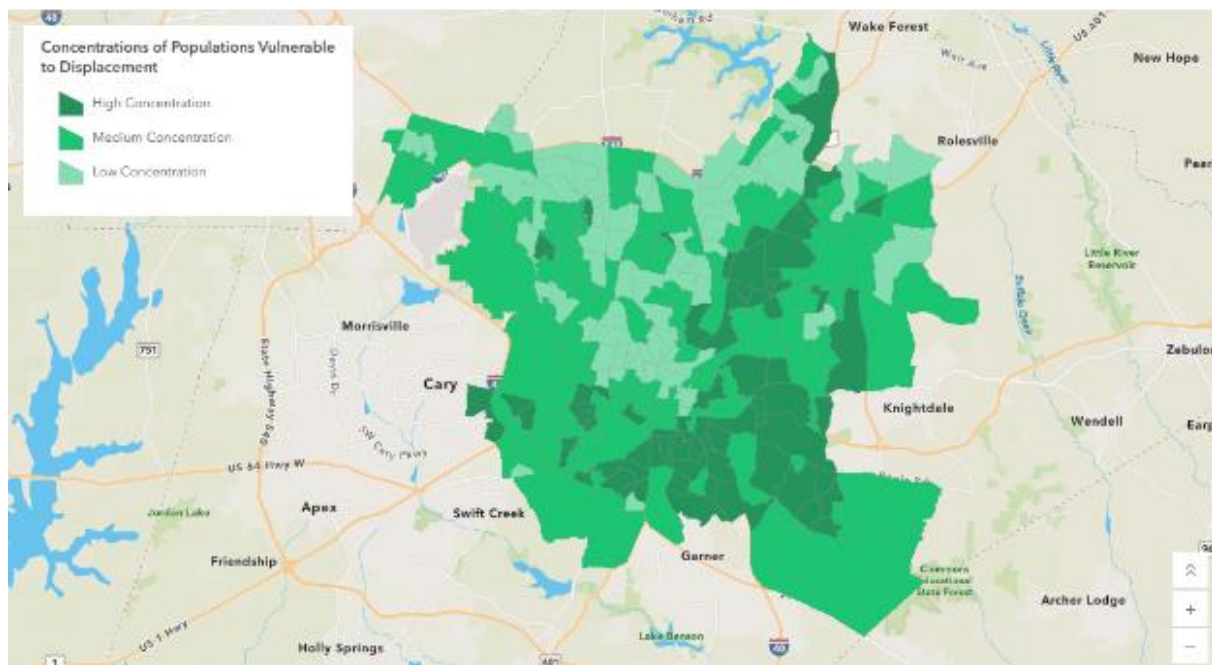


Research and Engagement Process

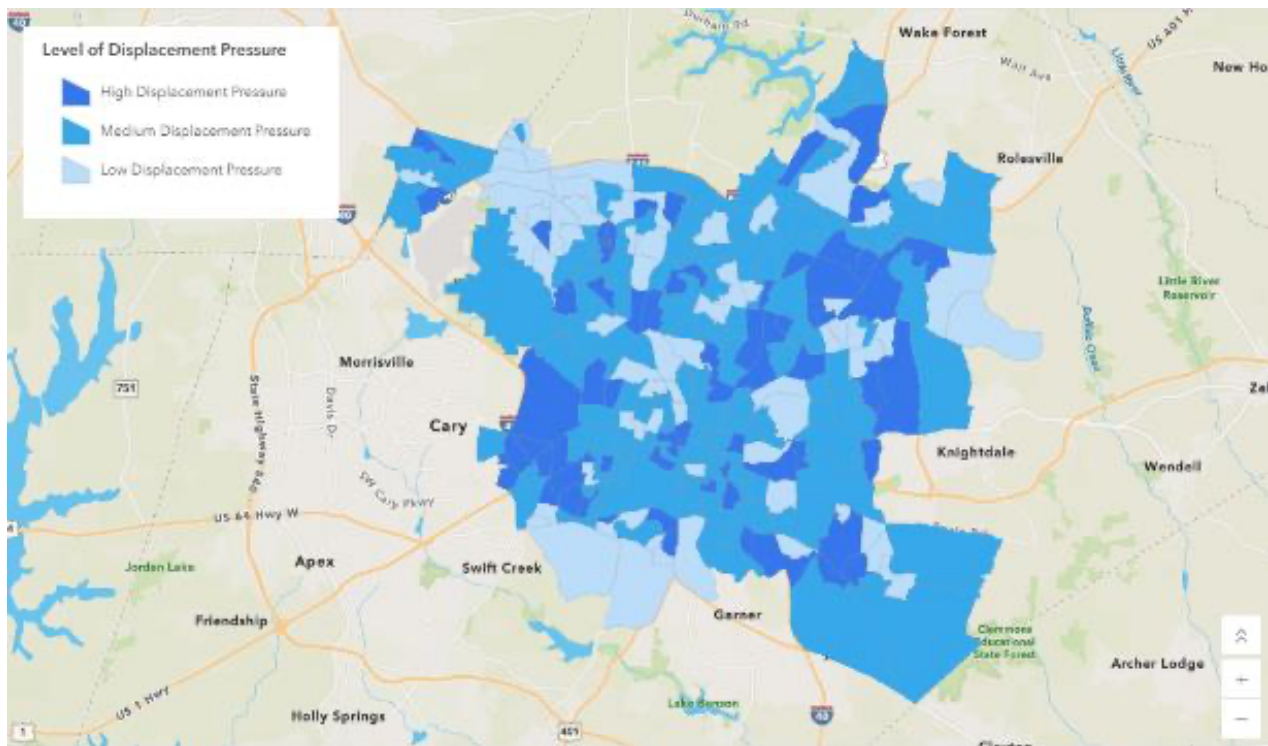
This report reflects a multi-layered, cross-departmental research and coordination effort grounded in local data and informed by national practices. Together, these inputs informed the report's development and support its alignment with both local conditions and broader best practices.

Key inputs included:

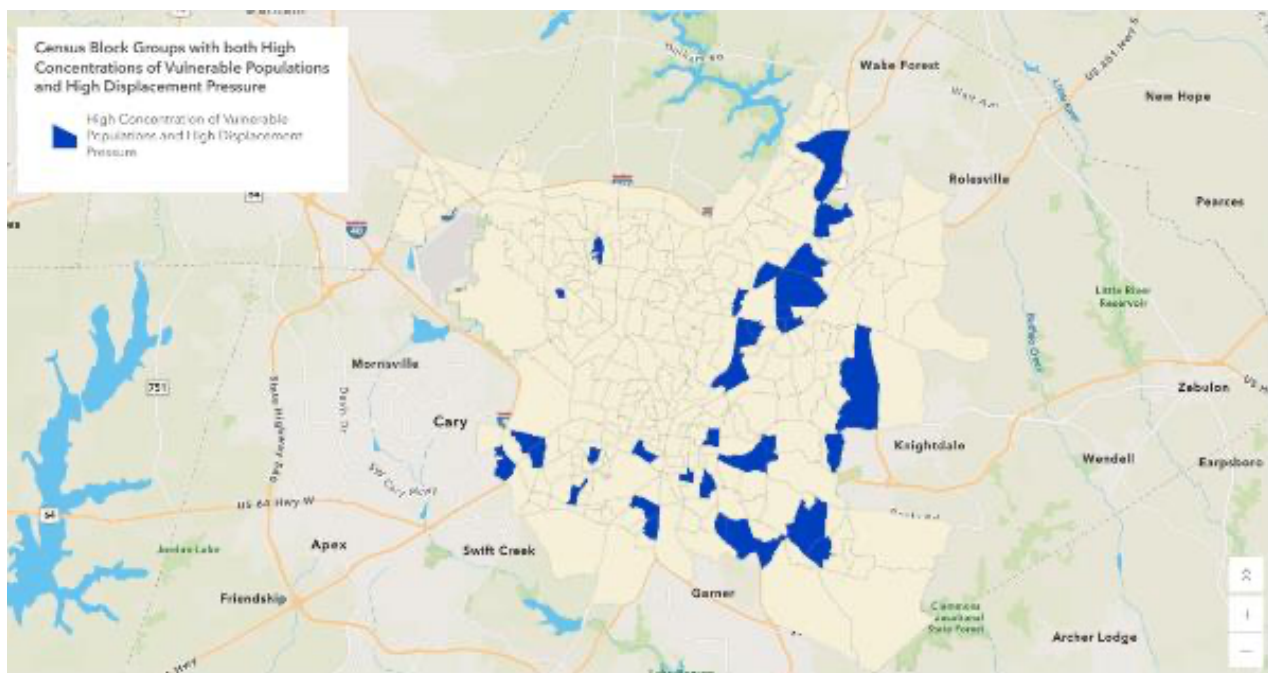
- Analysis of housing and demographic data, such as American Community Survey (ACS), HUD Comprehensive Housing Affordability Strategy (CHAS), and program-level data
- Development of the City of Raleigh Housing Vulnerability Index (HVI) to identify patterns of housing instability
- Review of peer city anti-displacement plans, toolkits, priorities and progress, including such efforts in Boston, Massachusetts; Charlotte, North Carolina; Southeast Denton, Texas; and Louisville, Kentucky
- Internal coordination across the Housing and Community Development Department, Planning and Development Department, and the City Manager's Office
- Review of existing City programs, funding streams, and policy tools
- Alignment with Raleigh's Affordable Housing Plan and prior City Council meetings and work sessions
- Staff also engaged in peer learning and reviewed national research to understand how other jurisdictions structure their anti-displacement strategies within differing legal and funding contexts.



The above graphic depicts concentrations of populations vulnerable to displacement in each Census block group in the City of Raleigh.



The above graphic depicts the level of displacement pressure in each Census block group in the City of Raleigh.



The above graphic depicts the Census Block Groups in the City of Raleigh that have both high concentrations of populations vulnerable to displacement and high displacement pressure.



Raleigh's Anti-Displacement Tools and Strategies

Raleigh's anti-displacement framework utilizes four pillars: housing production, preservation, targeted investment, and resident stabilization efforts to address displacement pressures as the city grows.



Housing Supply & Choice

The City invests in expanding the overall housing supply with income-restricted and attainable housing, while supporting a broader range of housing types and homeownership opportunities.

Research and data show that expanding housing supply stabilizes the market and helps prevent displacement, and that these effects occur within just a few years. Increasing housing supply across the city helps reduce pressure on existing housing stock and limits the extent to which rising demand is concentrated in historically lower-cost neighborhoods. National market data is clear: cities that aggressively built more housing in recent years saw rents flatten or fall. Cities that restricted construction saw rents rise.²

As Raleigh continues to experience population growth and rising housing costs, expanding supply is a key strategy to moderate market pressures that can contribute to displacement. Research demonstrates that new market-rate construction quickly loosens the middle- and low-income housing markets by creating moving chains. When higher-income households move into new units, it frees up existing, lower-cost housing stock.^{3,4} Adding new housing reduces the likelihood of displacing existing residents by absorbing the demand that would

² Horowitz, A., & Canavan, R. (2023, April 17). More flexible zoning helps contain rising rents. The Pew Charitable Trusts. <https://www.pew.org/en/research-and-analysis/articles/2023/04/17/more-flexible-zoning-helps-contain-rising-rents>.

³ Urban Economics. (2022). Urban economics, 133, Article 103528. <https://doi.org/10.1016/j.jue.2022.103528>.

⁴ Mast, E. (2023). JUE Insight: The effect of new market-rate housing construction on the low-income housing market. Journal of Urban Economics, 133, Article 103383. <https://doi.org/10.1016/j.jue.2021.103383>.



otherwise price them out of older neighborhoods.⁵ Targeting resources in high-opportunity areas further supports equitable access to housing near jobs, transit, and amenities.

Implementation of the City's Affordable Housing Plan

The City's [Affordable Housing Plan](#) establishes increasing housing supply as a central strategy for addressing housing affordability and displacement pressures. One of the plan's primary goals is to "increase the supply of subsidized affordable housing," through production and preservation.

The plan also recognizes that affordability is shaped by the relationship between housing demand, housing supply, development costs, and household income, and that imbalances in these factors are driving rising housing costs across the city.



The City aligns funding tools, policy decisions, and development partnerships to support the production of income-restricted housing. By increasing the availability of these units and supporting mixed-income development, the City works to expand access to housing options while reducing pressure on existing lower-cost housing stock.

Zoning and Land Use Changes

The City has implemented [zoning and land use updates](#) to allow for a broader range of housing types, including duplexes, townhomes, and other "missing middle" housing options in areas that were previously limited to single-family development. Prior to these changes, over 70% of residentially zoned land was limited to single-family housing, restricting housing choice and constraining supply.

Following these reforms, the market has responded with increased production of missing middle housing, with over 2,000 units (nearly one-third of approved units) falling into these housing types.

By enabling a wider range of housing types across more neighborhoods, these updates create opportunities for additional housing supply at a variety of price points. Over time,

⁵ Been, V., Ellen, I. G., & O'Regan, K. (2025). Supply skepticism revisited. *Housing Policy Debate*, 35(1), 96–113. <https://doi.org/10.1080/10511482.2024.2418044>.



this helps reduce competition for existing lower-cost units and supports a more balanced distribution of growth across the city. This strategy also helps reduce homelessness, as homelessness is fundamentally a housing supply issue. Cities with flexible zoning that allow diverse housing types see slower rent growth, which directly corresponds to slower growth, or outright declines, in homelessness rates.⁶

The City is also leveraging real estate development pressures to create privately developed affordable housing. This is accomplished through voluntary density and height bonuses offered to developers who build residential housing in the Frequent Transit Overlay District and include affordable units.

Homebuyer Assistance Programs

The City's [Homebuyer Assistance Program](#) provides deferred, zero-interest loans to eligible households earning up to 80% of Area Median Income (AMI), helping bridge the gap between what households can afford and the cost of purchasing a home in a rising cost environment.

The [Affordable Housing Plan](#) (AHP) highlights that housing affordability is directly tied to the relationship between housing costs and household income, with many households, particularly at lower income levels, unable to keep pace with rising home prices and rents.

By increasing access to homeownership, the [Homebuyer Assistance Program](#) supports long-term housing stability and helps reduce vulnerability to displacement. Homeownership provides households with more predictable housing costs and the opportunity to build wealth, making it a critical component of the City's broader strategy to expand housing access. The City has expanded its Homebuyer Assistance Program in targeted geographic areas, including along Bus Rapid Transit (BRT) corridors and other high-growth areas where public investment and redevelopment activity may increase housing demand and associated cost pressures.

The AHP identifies that demand is particularly strong in areas with access to transit, jobs, and amenities, and that these market dynamics can contribute to rising housing costs and affordability challenges in those locations.

By increasing assistance levels in these areas, the City is proactively working to ensure that income-eligible households can access housing in high-opportunity locations. This approach helps promote more equitable access to the benefits of public investment while reducing the risk that lower- and moderate-income households are excluded from these areas over time.

⁶ Horowitz, A., Hatchett, C., & Staveski, A. (2023, August 22). How housing costs drive levels of homelessness. The Pew Charitable Trusts. <https://www.pew.org/en/research-and-analysis/articles/2023/08/22/how-housing-costs-drive-levels-of-homelessness>.



Preservation of Existing Affordable Housing

The City prioritizes preserving and rehabilitating existing affordable housing to maintain long-term affordability and reduce displacement risk for current residents. This includes both publicly supported affordable housing and naturally occurring affordable housing (NOAH), with a focus on extending affordability periods, improving housing quality, and ensuring that existing residents are able to remain in place.

Preserving existing affordable housing is one of the most effective and cost-efficient ways to prevent displacement because it protects affordability where residents already live. While new housing production is critical, it does not offset displacement if existing lower-cost units are lost due to redevelopment, expiring affordability restrictions, or market pressures.

Raleigh's approach recognizes that displacement is often driven by the loss of existing housing rather than a lack of new development. By reinvesting in aging properties, extending affordability terms, and acquiring at-risk housing, the City works to stabilize communities and protect prior public investments. This strategy is particularly important in neighborhoods experiencing reinvestment, where rising property values can place pressure on long-term residents.

Wake Affordable Housing Preservation Fund (WAHPF)

Raleigh participates in the [Wake Affordable Housing Preservation Fund](#) (WAHPF), a regional initiative capitalized at over \$61 million that enables mission-driven developers to acquire and preserve existing multifamily housing before it is lost to market-rate conversion. The City invested \$4 million in this fund and by the end of 2025, the WAHPF had awarded over \$19 million to five projects across Wake County, including four in Raleigh. This tool allows the City and its partners to act proactively in a competitive housing market and preserve affordability at scale.





Extended Affordability Periods

In addition to regional efforts, the City directly invests in the rehabilitation and preservation of affordable housing through local bond funds and Low-Income Housing Tax Credit (LIHTC) redevelopment. City-funded projects typically require long-term affordability periods of 40 to 50 years, and in some cases up to 99 years. These requirements exceed the state's 30-year minimum, ensuring that public investment results in sustained community benefit rather than short-term affordability.

Prioritizing Redevelopment of Existing Affordable Housing in Gap Financing Awards

The City's [Rental Development Program](#) has prioritized the rehabilitation of existing housing over new construction in its scoring criteria for at least the past five funding cycles. Virtually all rehabilitation projects that seek funding through this program are awarded because of this scoring. As a result, close to 100% of rehabilitation projects that apply for funding through this program are awarded.

Recent examples include the preservation and redevelopment of [Grosvenor Gardens](#) and Biltmore Hills. In FY 2024–2025, the City invested approximately \$2.8 million across these developments, preserving a total of 108 affordable units and extending long-term affordability for existing residents. At Grosvenor Gardens, City financing supported both acquisition and rehabilitation, resulting in deeper affordability levels and affordability terms of up to 50 years, while maintaining housing stability for current residents (see box below). At Biltmore Hills, City financing of \$1.6 million preserves the site, which has rich cultural significance, and plans to create 50 affordable units. Biltmore Hills has been nominated to the National Historic Register of Historic Places which, if selected, will allow property owners to apply for historic tax credits for building preservation.



Grosvenor Gardens

- City of Raleigh contributed \$3.2 million
- 58 affordable units
- Partners: CASA, HOPE NC, Alliance Health, Wake County, the Office of Congresswoman Ross, and the Department of Housing and Urban Development
- People with IDD, residents living in affordable units, and market-rate tenants live side by side, creating a neighborhood for everyone.
- 10 of the units are reserved for individuals with intellectual and developmental disabilities, providing the opportunity to live independently.



Grosvenor Gardens

Collectively, these efforts demonstrate how preservation strategies can stabilize communities, improve housing conditions, and reduce displacement risk by maintaining affordability in place, particularly in areas experiencing increasing market pressure.



Targeted Investment in Areas at Risk

The City aligns housing and community development investments with areas experiencing growth, infrastructure improvements, and redevelopment pressure to reduce displacement risk and support long-term community stability. This includes the strategic use of City-owned land, acquisition and redevelopment of key sites, and targeted deployment of local and federal funding to stabilize neighborhoods before displacement occurs.

Displacement pressures are often concentrated in areas experiencing significant public and private investment, including transit corridors and redevelopment areas. Without intentional intervention, these investments can contribute to rising housing costs and reduced access for existing residents.

Raleigh's approach focuses on proactively aligning housing investments with these areas of growth so that communities can benefit from public investment rather than be displaced by it. By directing resources to areas where market pressures are increasing, the City seeks to stabilize housing conditions, expand access to opportunity, and ensure that long-term residents are able to remain in place.

Use of City-Owned Land and Ground-Leasing Strategies

The City uses publicly owned land as a key tool to support long-term affordability in high-opportunity areas. Through ground-leasing and redevelopment strategies, the City retains ownership of land while partnering with developers to deliver affordable housing, allowing for greater long-term control over affordability outcomes.



Location of 15 Summit Avenue

Examples include sites such as 15 Summit Avenue, where the City is pursuing a long-term ground lease for an affordable housing development that leverages recent zoning changes to support “missing middle” housing types. 15 Summit Avenue will serve as Wake County's first veteran-only tiny home village, serving as a permanent housing option for veterans



experiencing homelessness. The long-term ground lease approach allows the City to reduce development costs, maintain long-term affordability, and expand housing options in areas that may otherwise be inaccessible to lower- and moderate-income households.

A list and map of Housing and Community Development vacant sites is attached in the Appendix. All properties labeled “RFP” were included in a vacant lot Request for Information issued in March 2026 which will inform future RFPs.

Acquisition and Redevelopment of Key Sites in Growth Areas

The City has prioritized the acquisition and redevelopment of strategic sites in areas experiencing growth and reinvestment, particularly in locations where public investment and market activity may increase displacement pressures. These efforts are intended to secure land for future affordable housing development before market conditions limit the feasibility of affordability. These include the following examples:

- [Duplex Village](#) was purchased by the City with bond funds in 2021 as a site to support future affordable housing development near transit. Council awarded this project to Blue Ridge Atlantic Development in January 2026 to develop approximately 129 affordable rental units



Location of Duplex Village

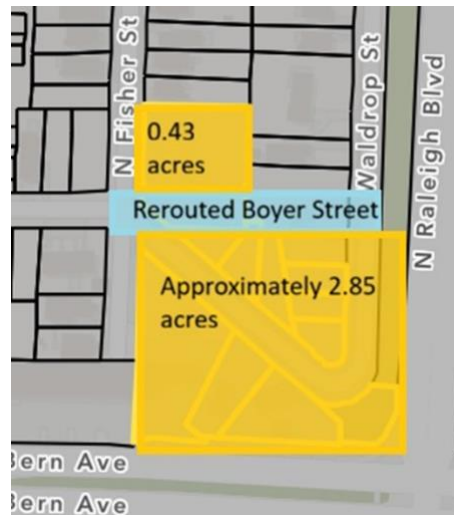


Duplex Village Rendering

Duplex Village

- City of Raleigh contributed \$2.9 million in Affordable Housing Bond Funds
- 129 affordable apartments
- 35 homes reserved for residents with very low incomes (30%) AMI
- Affordability period of at least 80 years

The [Boyer-Waldrop](#) site in College Park represents a City-led effort to assemble land for future mixed-use development that includes affordable housing. The 2.55-acre site at the corner of New Bern Avenue and North Raleigh Boulevard will be put out via RFP for development likely in late 2026. This work is part of broader reinvestment efforts in the College Park area, where the City is exploring opportunities to align redevelopment with long-term affordability and community stability.



Boyer-Waldrop assemblage showing contemplated street connection

Similarly, the [College Park](#) redevelopment efforts more broadly reflect a neighborhood-based approach to investment, where housing, infrastructure, and community development strategies are coordinated to support existing residents while accommodating growth. These efforts are focused on improving housing conditions, expanding affordability, and ensuring that redevelopment does not result in the displacement of long-term residents. Since 2017, the City facilitated the development of 92 single-family homes for first-time homeowners, 60% of which are affordable to households under 80% AMI.

At the East-Cabarrus site, City-controlled land is being positioned for higher-density affordable housing in a high-demand downtown area. Council awarded this site to a developer in June 2026 to create 28 new homes. Two lots on Bloodworth Street were sold to Habitat for Humanity in February 2026 for affordable homeownership opportunities.



Bloodworth Cluster (left) and East-Cabarrus site (right)



The Hillsborough-Western site represents another opportunity for the City to leverage publicly controlled land to support affordable housing development in a transit-accessible and high-opportunity area. This 3.57-acre site is located between two Bus Rapid Transit (BRT) stops on the Western BRT line. An RFP will be issued for development of this site in late 2026 or early 2027.



Location of Hillsborough-Western site outlined in red

By acquiring, assembling, and strategically redeveloping these sites, the City proactively shapes development outcomes, expands access to affordable housing in high-growth areas, and helps mitigate the risk that rising land values will displace existing residents.

Southeast Raleigh Promise's first-ever affordable housing development, Promise 25, utilizes nine City-owned lots to support the development of 25 new affordable homes, expanding housing supply in neighborhoods where people already live and work. City's \$3.3 million investment and ground leases will keep the homes affordable for 75 years. Construction is underway, with some homes already completed.

The development will provide a range of missing middle housing types, including duplexes and accessory dwelling units (ADUs), for households earning 30% and 80% AMI. In Raleigh, a family of four earns \$39,800 at 30% AMI and \$104,200 at 80% AMI. The development demonstrates how targeted investment can support residents in areas experiencing significant displacement pressure while expanding the City's supply of missing middle housing.

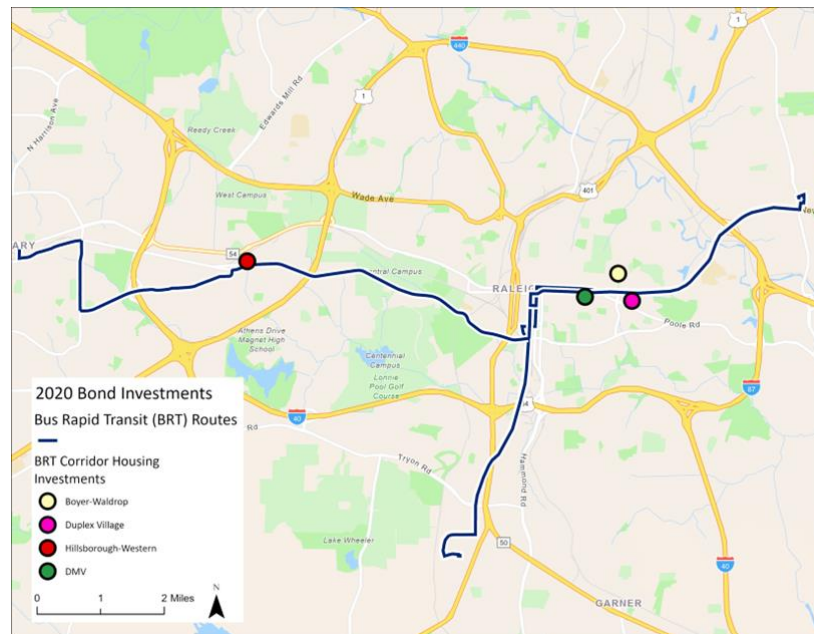


Renderings of SERP's Promise 25 Scattered Site Development (Left: Duplex, Right: ADU)



Alignment of Investments with Transit Corridors

The City has intentionally aligned housing and community development investments with major public infrastructure projects, particularly along the New Bern Avenue BRT corridor and other areas of planned growth. These areas are expected to experience increased demand due to improved access to transit, jobs, and amenities.



BRT Corridor Housing Investments

To mitigate potential displacement pressures associated with these investments, the City has directed resources toward housing stabilization, community engagement, and affordability strategies in these areas. This includes coordination of federal funding, local investment, and planning efforts to support both housing production and community stability.

Public Project Community Support Fund (PPCSF)

The Public Project Community Support Fund (PPCSF) was launched in FY 2023 as a \$1.5 million cross-departmental initiative designed to mitigate both short-term construction impacts and longer-term displacement pressures associated with major City investments, including the New Bern Avenue BRT corridor and Dix Park.

The program supported a range of community-focused initiatives, including neighborhood stabilization, small business support, and community outreach efforts. For example, PPCSF funding supported programs focused on financial capacity building, predatory property acquisition prevention, and community-based services targeted to underserved populations within defined eligibility areas.



While the PPCSF has not been funded beyond its initial pilot phase, it serves as a model for how the City can proactively mitigate growth impacts and prevent displacement. The program reflects an approach that integrates housing, economic development, and community stabilization strategies to reduce displacement risk in areas undergoing significant change.

Stability & Prevention

The City supports a range of programs and partnerships designed to help residents remain housed, prevent displacement due to financial or legal challenges, and stabilize vulnerable households. These efforts include homeowner rehabilitation, eviction prevention, homelessness prevention and response, and community-based services that address both short-term housing crises and long-term stability.

As housing costs increase, even short-term financial disruptions can result in eviction and loss of housing. Without timely intervention, households who lose housing may face significant barriers to re-entering the rental market, increasing the likelihood of prolonged or permanent displacement.

Homelessness prevention and rapid rehousing strategies address this risk by stabilizing households before housing loss occurs and by supporting rapid re-entry into permanent housing when displacement has already taken place. These approaches help reduce the duration and severity of housing instability while maintaining connections to employment, schools, and community networks.

Homeowner Rehabilitation and Repair Programs

The City provides [financial assistance to low-income homeowners](#) to address critical health and safety issues and maintain habitable housing conditions. These programs include substantial rehabilitation assistance of up to \$90,000 for homes with major system deficiencies, as well as smaller repair programs providing up to \$20,000 depending on need.

In addition, the Raleigh Home Revitalization Program targets homeowners in defined geographic areas near planned BRT corridors and other major public investments, providing up to \$30,000 in assistance to help residents remain in place as surrounding areas experience change.

These programs currently support approximately 90 households annually and are funded through a combination of local housing bond resources as well as federal HOME and CDBG funds. By enabling homeowners to maintain safe and stable housing, these efforts help prevent displacement due to deferred maintenance, code issues, or rising costs of home repairs.



Tool Share Program

The City's [Tool Share Program](#) supports homeowners who receive public nuisance violations by allowing them to borrow lawn maintenance equipment at no cost. This program lends out all-electric tools and allows property owners to address nuisance violations before they are abated by the City and a lien is placed on their property.

Eviction Prevention and Legal Assistance

The City supports [eviction prevention efforts](#) through partnerships that provide legal assistance and support services to residents facing eviction. These programs help tenants navigate legal proceedings, understand their rights, and access available resources to remain housed.

Legal assistance is a critical intervention point, as eviction filings can quickly result in housing loss if not addressed. By providing support at this stage, the City helps reduce the likelihood of displacement and the long-term consequences associated with eviction, including barriers to future housing access.

Homelessness Prevention and Rapid Rehousing

The City implements a coordinated set of [homelessness prevention and rapid rehousing](#) strategies that combine financial assistance, housing-focused interventions, and system-level coordination. Prevention and diversion programs provide short-term financial assistance to households at imminent risk of eviction, helping stabilize existing tenancies and reducing entry into the homelessness system. Since 2024, the City has invested more than \$1 million in homelessness prevention and diversion efforts, preventing 295 residents from experiencing homelessness. Since 2024, the City has invested more than \$1 million in homelessness prevention and diversion efforts, preventing 295 residents from experiencing homelessness. This includes approximately \$75,000 that has been invested in Raleigh's downtown core, where displacement risk can be especially high.

For households that have been displaced, rapid rehousing programs provide short- to medium-term rental assistance, housing navigation, and case management to support a return to permanent housing as quickly as possible. This approach reduces the amount of time households remain unhoused and supports faster re-entry into the housing market while improving long-term housing stability outcomes. Through rapid rehousing strategies, the City supported 86 households in FY2024-2025.

The [Unsheltered Homelessness Response Strategy](#) reinforces these efforts. Developed by a 53-member Steering Committee, with the City serving as a lead facilitation partner, the Strategy was released in January 2026 and includes shared protocols and tools to offer actual solutions to unsheltered homelessness. It has been officially transitioned to the Continuum of Care (CoC).



Raleigh CARES

The City also supports coordinated response efforts through the [Raleigh CARES](#) program (Crisis Alternative Response for Empathy and Support), which connects individuals in crisis to appropriate services, including housing resources.

As part of CARES, the Care Navigation team supports individuals and families who are at imminent risk of losing housing or who are currently experiencing homelessness. Housed within the City of Raleigh's Housing and Community Development Department, Care Navigation connects participants to housing solutions supported through the City's funding for homelessness prevention and diversion whenever possible. The four-person team also links participants to community resources including mental health services, healthcare, food assistance, and tenancy supports. Participants may receive up to three months of peer support and individualized case management.

For households that qualify and need longer-term support, Care Navigation also enrolls some participants in the Tenant Based Rental Assistance Pilot. This program provides up to one year of rental assistance for individuals who were previously living unsheltered.

Through care navigation, crisis call diversion, and service coordination, CARES helps ensure that individuals experiencing housing instability are connected to housing-focused interventions earlier, reducing the likelihood of prolonged homelessness and supporting pathways back to stable housing.

City Referral Requirements

The 2025 Rental Development Notice of Funding Availability (NOFA) included a new requirement for awarded projects to set aside 5% of their units for City referrals. As projects continue through the development pipeline, staff are further developing the specifics of the referral system. However, City referrals may come from a variety of sources, including community partners. This change was built upon an earlier requirement that was added to the NOFA in 2024 prioritizing awarded projects that include units with rents set to just 20% AMI. This combination is designed to unlock more units to support residents with a wide variety of needs to locate and rent affordable housing.



Supporting Systems & Community Partnerships

The City supports a coordinated network of community-based organizations that deliver housing stability, homelessness prevention, and supportive services to Raleigh residents. These efforts are funded through a combination of federal and local funding sources, including Community Development Block Grant (CDBG), Emergency Solutions Grant (ESG), and Human Services Agency funding, and are aligned with the City's Consolidated Plan priorities.

While the City invests directly in housing production and preservation, preventing displacement and supporting housing stability also requires a robust service delivery system. Many residents face barriers that extend beyond housing costs alone, including income instability, health challenges, and limited access to supportive services.

By funding and coordinating with nonprofit partners, the City is able to deliver targeted, community-based interventions that address these barriers and stabilize households before displacement occurs. This approach allows the City to extend its reach, leverage specialized expertise, and respond more flexibly to emerging community needs.

Community Enhancement Grant (CEG) Program

The City administers the [Community Enhancement Grant](#) (CEG) program using federal Community Development Block Grant (CDBG) funds to support nonprofit organizations providing public services to low- and moderate-income residents. Funded programs are required to serve income-eligible households and align with Consolidated Plan priorities, with a focus on housing stability, homelessness prevention, and supportive services. Recent funded programs demonstrate how these investments address displacement risk through targeted interventions, including:

- Childcare access programs that support employment stability and prevent eviction
- Housing-focused case management for individuals experiencing homelessness
- Shelter and service coordination for survivors of domestic violence
- Family-centered shelter programs that connect households to permanent housing

These investments support a range of interventions that stabilize households, prevent housing loss, and create pathways to long-term housing security.

Human Services Grant (HSG) Program

Through [Human Services Grant](#) funding, the City provides financial support to nonprofit organizations delivering direct services to vulnerable populations, including individuals experiencing housing insecurity, youth, older adults, and persons with disabilities.

These programs fund essential services such as case management, financial assistance, legal services, and housing support services, all of which contribute to housing stability. Funding



is structured as a reimbursement-based model tied to measurable service delivery outcomes, ensuring accountability and alignment with program goals.

By supporting services that address both immediate needs and underlying barriers including income instability, access to benefits, and service navigation, the City helps households maintain housing and avoid displacement.

Housing and Homelessness Services System Coordination

The City partners with Wake County and regional stakeholders to fund and coordinate housing and homelessness services through Emergency Solutions Grants (ESG) and other funding sources. These efforts are aligned with the Wake County Continuum of Care and the [Unsheltered Homelessness Response Strategy](#).

Funded programs are required to follow evidence-based practices and support a comprehensive range of services, including:

- Homelessness prevention and diversion
- Rapid rehousing (housing assistance + services such as mental health or substance use programs)
- Emergency shelter
- Street outreach

Program outcomes are tied to system-level goals such as reducing the length of time households remain homeless, increasing exits to permanent housing, and reducing returns to homelessness.

Through this coordinated system, the City helps ensure that residents experiencing housing instability can access the services and support needed to quickly regain and maintain stable housing.

Wake at Home

To drastically reduce unsheltered homelessness in Wake County, the Wake County Continuum of Care and partners, including the City, has launched Wake at Home, a public-private partnership and coordinated initiative designed to help move people from the streets into stable housing. The initiative builds on strong local proof points including City-led efforts that have successfully closed a large encampment, connected people with supportive services and permanent housing resources, and restored the site to public use.

During its first phase, the initiative aims to:

- Connect 400 people living in encampments to housing and supportive services. Once residents have transitioned from an encampment into housing, the area can be restored for public use and monitored to prevent future unsafe conditions.



- Help 1,000 people who are experiencing homelessness for the first time quickly return to housing through targeted financial assistance and rapid resolution strategies.

Wake at Home is led by the Wake County Continuum of Care and its governance board in partnership with local governments, housing and healthcare organizations, nonprofit providers and community stakeholders across Wake County. The 2026 proposed Housing Bond incorporates \$12 million in funding for homelessness response. If passed, this funding is planned to support Wake at Home.



Peer City Review

Throughout 2025, Housing and Community Development leadership and staff met with counterparts in the cities of Boston, Massachusetts, Louisville, Kentucky, and Denton, Texas to learn more about their respective anti-displacement strategies. In addition to these meetings, HCD reviewed the anti-displacement strategies of the above-listed cities and Charlotte, North Carolina.

While several U.S. cities have implemented anti-displacement strategies, HCD staff selected these peer cities for further research because City Council expressed specific interest in them. Best practices and lessons learned from staff's peer city review are presented below to provide context rather than to recommend direct adoption.

Louisville, KY

In November 2023, Louisville Metro Council adopted its Anti-Displacement Ordinance following several years of advocacy and research tied to the city's 2019 Housing Needs Assessment. The ordinance establishes a formal displacement assessment process for residential developments that seek City of Louisville subsidy or utilize public assets. The ordinance designates certain "Displacement Risk Areas" defined using renter concentration and market indicators identified in Louisville's Housing Needs Assessment. Developments within these areas that seek city financial support must complete a displacement assessment before proceeding.

It is important to note that Louisville's ordinance operates within the Commonwealth of Kentucky's legal framework and governance structure. In North Carolina, municipalities operate under Dillon's Rule and do not have authority to impose mandatory inclusionary zoning or rent regulation. As a result, Raleigh cannot directly replicate Louisville's regulatory structure. However, Raleigh can and does incorporate affordability conditions through voluntary subsidy agreements and funding requirements.

Denton, TX: Southeast Denton Area Plan (SEDAP)

After an 18-month community engagement process, the Denton City Council adopted the Southeast Denton Area Plan (SEDAP) on July 23, 2024. The plan explicitly prioritizes anti-displacement in a historically marginalized region which has also faced more recent development pressures at its edges. To inform SEDAP, the plan authors used the statewide [Texas Anti-Displacement Toolkit](https://sites.utexas.edu/gentrificationproject/wp-content/uploads/sites/5930/2019/09/TexasAntiDisplacementToolkit.pdf) developed by University of Texas at Austin.⁷

Anti-displacement frameworks vary significantly in governance structure, funding sources, and legal authority. As noted above, Denton, Texas incorporated anti-displacement

⁷ University of Texas at Austin, Gentrification & Neighborhood Change Project. (2019). *Texas anti-displacement toolkit*. <https://sites.utexas.edu/gentrificationproject/wp-content/uploads/sites/5930/2019/09/TexasAntiDisplacementToolkit.pdf>.



strategies into a specific area plan rather than a citywide ordinance. Charlotte, North Carolina integrated anti-displacement tools into its Comprehensive Plan and prioritizes certain neighborhoods for focused intervention. Boston, Massachusetts adopted a cross-departmental anti-displacement plan addressing what it defines as residential, commercial, and cultural displacement. Overall, HCD staff found that these peer cities have compiled their ongoing anti-displacement strategies into comprehensive toolkits. These plans serve as a means for elected officials and the public to learn more about ongoing displacement work. Raleigh is well-positioned to do the same by highlighting ongoing policies and programs in four strategic areas: supply and choice, preservation, targeted investment, and stability and prevention.



Expansion and Future Initiatives

The City is continuing to evaluate opportunities to expand and strengthen its approach to displacement mitigation through future funding, program refinement, and enhanced coordination.

Potential Affordable Housing Bond investments in the future and annual funding allocations will allow the City to continue producing income-restricted housing at current levels, while also supporting the preservation of existing affordable units and continued investment in high-opportunity and transit-accessible areas. The City will also continue to align housing investments with broader planning efforts to ensure that growth and redevelopment are accompanied by strategies that support long-term housing stability.

In the area of preservation, staff will continue to leverage local and federal funding to support rehabilitation and long-term affordability of existing housing, while including preservation efforts supported by initiatives such as the Wake Affordable Housing Preservation Fund. Ongoing evaluation of preservation approaches used in peer cities may inform future enhancements to these efforts.

In a pilot investment called Healthy Homes, the City has administered grant funds to a local nonprofit organization, Hope Renovations, to support urgent home repairs. In partnership with another nonprofit, Raleigh Village East, Hope Renovations works to address emergent critical health and safety needs for Raleigh homeowners with lower incomes. These grant funds are intended to address urgent repairs to keep residents safely housed as they wait for more intensive repairs through the City's existing homeowner repair programs. This grant provides an opportunity to assess the effectiveness of targeted repair investments in reducing displacement. Findings from this effort will help inform whether and how the City may expand similar investments in the future.

More broadly, staff will continue to explore opportunities to enhance stabilization strategies, improve access to housing resources, and strengthen coordination across City departments and community partners. These efforts are intended to build upon Raleigh's existing framework and ensure that anti-displacement strategies remain responsive to changing market conditions while maintaining alignment with the City's overall housing goals.

To monitor and assess anti-displacement progress, the Housing and Community Development Department, along with the Planning and Development Department, will continue to collect, maintain, and evaluate data aligned with the City's core anti-displacement pillars: **Housing Supply and Choice**, **Preservation of Existing Affordable Housing**, **Targeted Reinvestment in Areas at Risk**, and **Stability and Prevention**. A fifth category—**Supporting Systems and Community Partnerships**—serves as a foundation to enable and support these pillars.



Policy Considerations

Several key considerations emerge when evaluating potential expansion of anti-displacement efforts in Raleigh:

- **Legal Authority:** North Carolina law limits certain regulatory tools available to local governments.
- **Administrative Capacity:** Implementation of formal policies would require staffing, systems, and ongoing monitoring.
- **Funding:** Many peer cities' strategies rely on dedicated funding sources.
- **Housing Production:** Additional regulatory requirements may impact development feasibility and overall housing supply.

These considerations highlight the importance of aligning any future policy direction with Raleigh's legal framework, operational capacity, and housing production goals.

Connection to Affordable Housing Location Policy

Raleigh's anti-displacement framework and its Affordable Housing Location Policy (AHLP) share complementary goals but can occasionally pull in different directions. The anti-displacement strategy emphasizes placing affordable housing in areas facing reinvestment or gentrification pressure to stabilize long-time residents, while the AHLP aims to avoid further concentrating subsidized housing in high-poverty or majority-minority Census tracts. Fortunately, the exceptions built into the AHLP, such as allowances near BRT stations, downtown, and in mixed-income revitalization areas, help ensure the two policies can operate in alignment rather than opposition.



Conclusion

Raleigh's approach to addressing displacement is grounded in a coordinated framework that integrates housing supply and choice, preservation of existing affordable housing, targeted investment, and resident stabilization strategies. While each of these approaches serves a distinct function, their effectiveness is maximized when implemented together to address both the root causes of displacement and its immediate impacts.

This report demonstrates that Raleigh's current efforts are not centered on a single policy or program, but rather on a comprehensive set of tools that collectively expand housing access, protect existing affordability, and support residents in maintaining stable housing. Through this integrated approach, the City is working to both respond to displacement pressures and mitigate risk over time.

As Raleigh continues to experience growth and evolving market conditions, this framework provides a strong foundation for ongoing evaluation and refinement of anti-displacement strategies. Future efforts will build on existing investments, partnerships, and policy alignment to ensure that growth is accompanied by expanded housing opportunity and long-term community stability. These future endeavors will focus on identifying additional data sources to strengthen and validate current proxies of displacement, as well as developing new measures to track progress as programs come online.



Relevant Reading and Resources

Tenant Resource Toolkit

The Tenant Resource Toolkit provides general information to tenants regarding their rights and obligations in Raleigh. This information is not a substitute for legal advice, because each person's specific situation is unique.

View information for:

- [Renting a Unit](#) (Signing a lease, deposits, fees, and city housing codes)
- [Evictions and Foreclosures](#)
- [How to Report an Issue and Additional Resources](#) (Housing discrimination, code violations, and legal aid)
- [City-Owned Rental Properties and Affordable Rental Housing](#)

The Fair Housing Advisory Board

[The Fair Housing Advisory Board](#) works to improve public awareness of the City's Fair Housing Ordinance, which prohibits discrimination in housing opportunities on the basis of race, color, religion, family status, disability, national origin or sex.

Contact: ComplianceandPlanningUnit@raleighnc.gov



Appendix

Assessing Anti-Displacement Progress

To monitor and assess anti-displacement progress, the Housing and Community Development and Planning and Development Departments will continue to collect, maintain, and evaluate data aligned with the City's core anti-displacement pillars: **Housing Supply and Choice**, **Preservation of Existing Affordable Housing**, **Targeted Reinvestment in Areas at Risk**, and **Stability and Prevention**. A fifth category—Supporting Systems and Community Partnerships—serves as a foundation to enable and support these pillars.

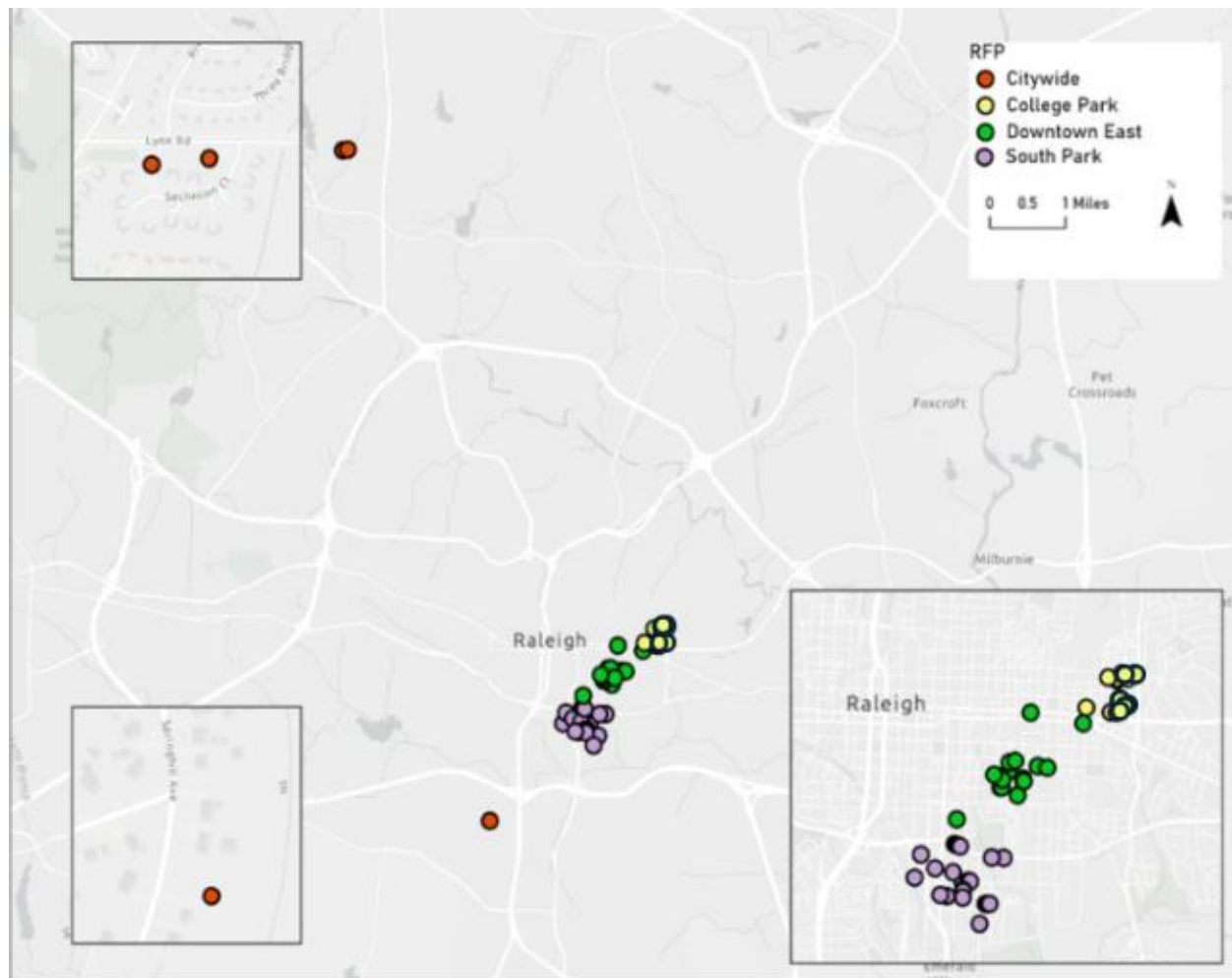
Assessing Anti-Displacement Progress	
Pillar I: Housing Supply and Choice	The number of affordable rental units created
	The number of homeownership opportunities created
	The number of missing middle housing units approved
	The number of developments that utilize the Voluntary Density and Height Bonuses
Pillar II: Preservation of Existing Affordable Housing	The number of affordable rental units preserved through City funding partnerships, including the Wake Affordable Housing Preservation Fund
	The number of preservation projects that include extended affordability periods (including LIHTC redevelopment)
Pillar III: Targeted Reinvestment in Areas at Risk	The number of units preserved in transit corridors
	The number of units preserved in future transit corridors
	The number of times City-owned land and ground leasing strategies have been utilized for housing partnerships
	The number of acquisitions in key growth areas and the number of units developed there (if applicable)
	The number of redevelopments in key growth areas and the number of units developed there (if applicable)
	The amount of funding contributed to the Public Project Community Support Fund Programming
Pillar IV: Stability and Prevention	The number of homeowner households supported through the Homeowner Rehabilitation and Repair programs
	The number of households assisted through the Raleigh Housing Justice Project
	The number of households served through Homelessness and Community Programs (UHRP, Prevention, Diversion, and Rapid Exit, Haven House Street Outreach and Rapid Re-Housing)
	The number of households served by Raleigh CARES Care Navigation and TBRA Pilot
	The number of units set aside for City referrals from 2025 Rental Development Notice of Funding Availability



Foundation: Supporting Systems and Community Partnerships	The amount of funding provided to Wake Continuum of Care infrastructure
	The number of individuals served through the Community Enhancement Grant
	The number of organizations funded through the Community Enhancement Grant
	The number of individuals served through the Human Services Grant
	The number of organizations funded through the Human Services Grant

Map of Housing and Community Development Vacant Sites

All properties labeled “RFP” were included in a vacant lot Request for Information issued in March 2026 which will inform future RFPs.





raleighnc.gov
Search: anti-displacement



**Raleigh
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