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Dedication

We proudly dedicate this Fourth Edition of *Housing and Community Development* to our esteemed colleague, and friend Daniel R. Mandelker, Howard A. Stamper Professor, Washington University School of Law. His deep interest in the subject, extraordinary professional dedication, and outstanding scholarship have influenced all of us. He has inspired us as a role model and has served as our mentor.
## Summary Table of Contents

<table>
<thead>
<tr>
<th>Contents</th>
<th>ix</th>
</tr>
</thead>
<tbody>
<tr>
<td>Table of Cases</td>
<td>xxi</td>
</tr>
<tr>
<td>Acknowledgments</td>
<td>xliii</td>
</tr>
<tr>
<td>List of Copyright Permissions</td>
<td>xlv</td>
</tr>
<tr>
<td>Chapter 1 Overview: The Social, Political, Economic, and Policy Matrix</td>
<td>3</td>
</tr>
<tr>
<td>Chapter 2 The Intergovernmental Framework and Legal Process for Various Governmental Housing and Development Programs</td>
<td>77</td>
</tr>
<tr>
<td>Chapter 3 Governmental Housing Policies and Programs</td>
<td>157</td>
</tr>
<tr>
<td>Chapter 4 Consumerism and the Management of Housing</td>
<td>307</td>
</tr>
<tr>
<td>Chapter 5 Community Development and Revitalization</td>
<td>405</td>
</tr>
<tr>
<td>Chapter 6 Fair Housing: Issues of Race, Class, and Status</td>
<td>615</td>
</tr>
<tr>
<td>Index</td>
<td>813</td>
</tr>
</tbody>
</table>
Contents

Table of Cases xxi


Acknowledgments xliii

List of Copyright Permissions xlv

Chapter 1 • Overview: The Social, Political, Economic, and Policy Matrix 3
  A. The Dimensions of the Housing Problem 4
    Joint Center for Housing Studies, The State of the Nation's Housing 2008 5
    Notes and Questions 8
    Peter Marcuse and W. Dennis Keating, The Permanent Housing Crisis: The Failures of Conservatism and the Limitations of Liberalism 10
    Notes and Questions 13
    A Note on Affordable Workforce Housing Concerns and the Foreclosure Crisis 14
    Notes and Questions 22
    Notes and Questions 27
    A Note on Homelessness 28
    City of Woodinville v. Northshore United Church of Christ 30
    Notes and Questions 32
  B. The Strategy of Social Response 35
    William G. Grigsby and Louis Rosenberg, Urban Housing Policy 35
    Notes and Questions 40
    Lawrence M. Friedman, Government and Slum Housing 40
    Notes and Questions 42
    Lawrence M. Friedman, Government and Slum Housing 43
    Notes and Questions 44
CONTENTS

A Note on the Role of Lawyers, Planners, and Other Professionals in Housing and Community Development Programs 45

C. A Right to Housing 46
   1. Toward Recognition of a Right to Housing 46
      Frank L. Michelman, The Advent of a Right to Housing: A Current Appraisal 47
      Notes and Questions 50
      James v. Valtierra 50
      Notes and Questions 52
      Lindsey v. Normet 55
      Notes and Questions 59
      A Right to Housing and the Challenge of Homelessness 60
      Kristen David Adams, Do We Need a Right to Housing? 60
      Notes and Questions 62
      International Perspectives on a Right to Housing 66
      The Habitat Agenda 66
      The Scottish Experience 67
      Notes and Questions 68
      Philosphic Attitudes Influencing the Right to Housing Debate 70
      Thomas C. Grey, Property and Need: The Welfare State and Theories of Distributive Justice 70
      Notes and Questions 73

Chapter 2 • The Intergovernmental Framework and Legal Process for Various Governmental Housing and Development Programs 77

A. The Intergovernmental Roles of Federal, State, and Local Governments as Well as Private Sector Participants in Housing and Development Programs 79
   1. The Federal Grant and Subsidy Structure 79
      Advisory Commission on Intergovernmental Relations
      Categorical Grants: Their Role and Design 80
      Notes and Questions 84
   2. Intergovernmental Relationships 87
      Notes and Questions 88
      Notes and Questions 91
      A Note on Creating and Resolving Conflicts Arising out of the Delivery Structure of Federal Housing and Development Programs 92

B. The Legislative, Administrative, and Judicial Process 93
   1. The Legislative Process 93
      The Congressional Development of Tenant-Based Public Housing Subsidies 94
      Daniel R. Mandelker, Housing Subsidies in the United States and England 95
      Notes and Questions 97
      A Note on Complexities in the Appropriations and Legislative Process 97
      Notes and Questions 99
   2. The Administrative Process 100
      A Note on Practical Issues in Implementing Federal Programs for Housing and Development 100
      Notes and Questions 104
CONTENTS

Daniel R. Mandelker, Housing Subsidies in the United States and England 108
Notes and Questions 109
Otto J. Hetzel et al., Housing and Urban Development 112
Notes and Questions 116

City of Kansas City v. United States Department of Housing and Urban Development 118
Notes and Questions 123
A Note on the Chevron Defense 124
a. Implied Rights of Actions 125
N.A.A.C.P., Boston Chapter v. Secretary of Housing and Community Development 125
Notes and Questions 127
Wright v. Roanoke Redevelopment and Housing Authority 127
Notes and Questions 131
A Note on Standing in Federal Court to Challenge Housing and Community Development Programs 132
Jackson v. Okaloosa County, Florida 136
Notes and Questions 140
Darby v. Cisneros 141
Notes and Questions 144
A Note on Breach of Contract Claims against the Federal Government 145
Notes and Questions 148

4. Legal Strategies for Challenging Housing and Community Development Programs 149
Joel F. Handler, Social Movements and the Legal System 151
Notes and Questions 153
Special Project, The Remedial Process in Institutional Reform Litigation 153
Notes and Questions 155

Chapter 3 • Governmental Housing Policies and Programs 157
Problem: Transforming Metro City Public Housing 158
A. Theoretical Framework 160
1. Nature of the Affordability/Subsidy Gap 160
Notes and Questions 160
Peter Dreier, Federal Housing Subsidies: Who Benefits and Why? 163
Notes and Questions 166
2. Matrix of Subsidy Alternatives 170
A Note on the Secondary Market 178
Notes and Questions 181
A Note on Tax Policy and Illustrations on the Matrix 182
Notes and Questions 183
A Note on Real Estate Syndication 184
Bruce Katz and Margery Austin Turner, Rethinking US Rental Housing Policy: A New Blueprint for Federal, State, and Local Action 185
Notes and Questions 187
B. Mortgage Insurance Programs  
1. Insurance for Single-Family Units (Section 203)  
2. Insurance for Multifamily Units (Section 207)  
3. Mortgage Insurance for Moderate-Income Persons (Section 221)  
   Notes and Questions  
C. Public Housing  
   Metro City Problem (cont.)  
1. Program Description  
   Notes and Questions  
   Cuyahoga Metropolitan Housing Authority v. City of Cleveland  
   Notes and Questions  
2. Program Relations and Coordination  
   Notes and Questions  
   A Note on Public Housing Rental Policies  
   Notes and Questions  
3. Program Evaluation  
   Eugene Meehan, Public Housing Policy  
   Notes and Questions  
D. Assisted Housing—Alternatives to Public Housing  
1. Program Descriptions—Section 8  
   a. New Construction Program (repealed in 1983)  
      Cisneros v. Alpine Ridge Group  
      Notes and Questions  
   b. Existing Housing Program (Housing Choice Vouchers and Section 8 Certificates)  
      Notes and Questions  
   Metro City Problem (cont.)  
2. Program Participants and Relationships  
   Basco v. Mach  
   Notes and Questions  
3. Preservation of Assisted Rental Housing  
   Notes and Questions  
E. Program Transformation: HOPE VI and Transformation of Rental Assistance  
   Notes and Questions  
   Regulatory and Operating Agreement (“ROA”)  
   Notes and Questions  
   Memorandum of Ground Lease  
   Thompson v. United States Department of Housing and Urban Development  
   Notes and Questions  
   A Note on Transforming Rental Assistance  
   Notes and Questions  
   A Note on Project Based Budgeting (Asset Management)  
   Notes and Questions  
F. Interest Subsidy Programs  
1. Section 235 Homeownership Subsidy Program  
2. Section 236 Rental Subsidy Program  
3. The Section 515 Rural Housing Program  
G. Housing for the Elderly and Disabled (Sections 202 and 811)
CONTENTS

H. Direct Capital Grants 254
   Housing Block Grants (HOME Investment Partnership Act of 1990) 254
   Notes and Questions 255
I. Federal Responses to Homelessness 257
   Notes and Questions 259
J. Federal Tax Policy and Housing 260
   1. The Low Income Housing Tax Credit (26 U.S.C. § 42) 260
      Notes and Questions 262
      Metro City Problem (cont.) 265
      Declaration of Land Use Restriction Covenants for the State of Missouri Affordable Housing Tax Credits 266
      Notes and Questions 269
K. State and Local Government Housing Programs 269
   Notes and Questions 272
   Utah Housing Finance Agency v. Smart 273
   Notes and Questions 276
   A Note on Taxable Bonds 278
   Metro City Problem (cont.) 279
L. Nonprofit Housing Associations 279
   1. Social Housing 280
   2. Nonprofit Housing Organizations in the U.S. 280
      Notes and Questions 283
   3. Tax Issues for Nonprofit Housing Organizations 284
      a. Exemption from Federal Income Taxes 284
         Plumstead Theatre Society, Inc. v. Commissioner 285
         Notes and Questions 287
         Low-Income Housing Guidelines 287
         Notes and Questions 289
         Metro City Problem (cont.) 291
      b. Exemption from State Property Taxes 292
         Franciscan Tertiary Province of Missouri, Inc. v. State Tax Commission of Missouri 292
         Notes and Questions 294
         Metro City Problem (cont.) 295
M. Housing Trust Funds and Impact Fees 295
   1. State and Local Housing Trust Funds 295
      Commercial Builders of Northern California v. City of Sacramento 297
      Notes and Questions 301
   2. National Housing Trust Fund Legislation 302
      Peter W. Salsich, Jr., National Affordable Housing Trust Fund Legislation: The Subprime Mortgage Crisis Also Hits Renters 303
      Notes and Questions 304

Chapter 4 • Consumerism and the Management of Housing 307

A. Private Market Tenants 307
   1. Tenant Protections in Private Housing: The Warranty of Habitability as a Shield 308
      Javins v. First National Realty Corporation 308
      Notes and Questions 315
   2. The Implied Warranty Adopted as Sword or Shield 316
CONTENTS

3. The Warranty of Habitability as a Sword: Contract and Tort Theories 325
   a. Tenant’s Action for Debt 325
      *Hilder v. St. Peter* 316
      Uniform Residential Landlord and Tenant Act 321
      Notes and Questions 322
   b. Tenant’s Action in Tort 328
      *Berzito v. Gambino* 325
      Notes and Questions 328
      *Scott v. Garfield* 328
      Notes and Questions 331

4. Resisting Retaliatory Eviction 333
   *Edwards v. Habib* 333
   Notes and Questions 335
   Uniform Residential Landlord and Tenant Act 339
   Notes and Questions 339

5. Rent Control 340
   a. Overview: Pros and Cons 340
      Donald C. Bryant and Henry W. Mcgee, Jr., *Gentrification and the Law: Combating Urban Displacement* 341
      Notes and Questions 343
   b. The Legal Status of Rent Control 346
      *Birkenfeld v. City of Berkeley* 347
      Notes and Questions 350
      Notes and Questions 357
   c. Multiple Dwelling Foreclosures 359
      Vicki Been and Allegra Glashausser, *Tenants: Innocent Victims of the Nation’s Foreclosure Crisis* 359
      Notes and Questions 364

6. Condominium Conversion 365
   Donald C. Bryant and Henry W. Mcgee, Jr., *Gentrification and the Law: Combating Urban Displacement* 365
   Notes and Questions 366
   Donald C. Bryant and Henry W. Mcgee, Jr., *Gentrification and the Law: Combating Urban Displacement* 367
   Notes and Questions 368

B. Public Sector Tenants 369

1. The Government’s Role in the Management of Subsidized Housing 369
   a. Admission Requirements 370
      *Holmes v. New York City Housing Authority* 370
      Notes and Questions 372
      *Colon v. Tompkins Square Neighbors, Inc.* 376
      Notes and Questions 379
   b. Eviction and Management Issues 381
      *Escalera v. New York City Housing Authority* 382
      Notes and Questions 385
   c. The Special Issues of Drugs and Criminal Activity 389
      *Department of Housing and Urban Development v. Rucker* 389
      Notes and Questions 393

2. Government-Assisted Rental Shelter: Tenant Protection in the Quasi-Private Sector 397
Chapter 5 • Community Development and Revitalization


A. Community Development’s Origins
1. Responding to Substandard Housing Conditions and Neighborhood Decline
2. The Legal Framework for Community Development Practice
   - Local Government in Community Development
   - Land Use, Zoning and Planning
   - Neighborhood Participation in Planning
   - The Federal Role in Community Development
   - A Note on Rural Economic Development

B. Historical Context: The Tools for Community Development Theory and Practice
1. Community Standards: Housing and Building Codes
   - Neighborhood Preservation through Building Demolition and Housing Codes

Daniel R. Mandelker, *Housing Codes, Building Demolition, and Just Compensation: A Rationale for the Exercise of Public Powers Over Slum Housing*

2. Receiverships
   - Reclaiming Vacant and Abandoned Buildings
   - Reclaiming Vacant and Abandoned Buildings
   - Reclaiming Vacant and Abandoned Buildings

Eduardo Moisés Peñalver and Sonia K. Katyal, *Property Outlaws*

3. The Neighborhood Investment Problem: Coordination of Private Investment and Public Subsidy in Residential and Commercial Redevelopment
   - Housing Rehabilitation
b. Taxation-Based Incentives for Investment in Community Revitalization 457

c. Community-Based Organizations in Development: Policy and Program Supports 460

Notes and Questions 462

C. The Federal Community Development Program 463

1. The Housing and Community Development Act 463
   a. Purpose and National Objectives 463
      Notes and Questions 466
   b. Community Development Block Grants 468
      Notes and Questions 469
      A Note on the Application and Review Process 472
      Notes and Questions 475
      United States ex rel. Anti-Discrimination Center of Metro New York, Inc. v. Westchester County 476

2. Targeting Benefits for the Poor 477
   National Wildlife Federation v. Marsh 478
      Notes and Questions 480

3. Funding Allocation 482
   Notes and Questions 484

4. Public Participation 484
   A Note on CDBG in Disaster Recovery 484
   Davida Finger, Stranded and Squandered: Lost on the Road Home 486
      Notes and Questions 487
   A Note on HUD’s Statutory Supervisory Duties 488
      Notes and Questions 489

5. Federal Efforts to Mandate Local Strategic Plans 491
   Notes and Questions 491

6. Administrative Review 493

7. Program Assurances and Responsibilities 494
   a. Citizen Participation 495
      Notes and Questions 496
   b. Environmental Review 497
      Notes and Questions 497
   c. Equal Opportunity 498
      Notes and Questions 499

D. Economic Development: The Turn to Policies to Incentivize Private Market Investments for Community Development Purposes 502

1. Access to Capital for Community Development 503
   The Community Reinvestment Act 504
   Community Development Financial Institutions 505
   New Market Tax Credits 506

2. Empowerment Zones and Enterprise Communities 507
   Notes and Questions 508

3. State and Local Economic Development Incentives 511
   Notes and Questions 513
   Louise A. Howells, Looking for the Butterfly Effect: An Analysis of Urban Economic Development under the Community Development Block Grant Program 513
      Notes and Questions 515
CONTENTS

E. Re-Making Cities: Removal, Redevelopment, Regeneration 517
1. From Federal “Urban Renewal” to Modern Redevelopment 518
   a. Blight as a Triggering Mechanism 519
   b. Takings of Private Property for Redevelopment Projects 523
      A Note on Berman v. Parker and Blight Removal 524
      Notes and Questions 525
      A Note on The Holdout Problem and Eminent Domain 526
      A Note on the Use of Eminent Domain for Economic Development 527
      Notes and Questions 529
2. Redevelopment Purposes and Process in the Constitution’s Crosshairs 533
   Kelo v. City of New London, Connecticut 534
   Notes and Questions 542
   Barbara L. Bezdek, To Attain “The Just Rewards of So Much Struggle:” Local-Resident Equity Participation in Urban Revitalization 548
   Notes and Questions 550
   Ilya Somin, Controlling the Grasping Hand: Economic Development Takings after Kelo 550
   Notes and Questions 551
   A Note on the Commons and the AntiCommons in Community Development 554

F. Displacement and Relocation 556
1. The Problem of Displacement 556
   a. The Problem 556
   b. The Uniform Relocation Act 557
      Notes and Questions 558
      Faylor v. Szupper 559
      Notes and Questions 566
2. Coverage and Benefits under the Uniform Relocation Act 567
   a. Definitions 568
   b. Moving Expenses and Homeowner’s Payment 568
   c. Tenant Payments 569
   d. Federal Share 569
      Notes and Questions 569
      A Note on State Relocation Laws 573
3. Relocation Planning Requirements 575
   Notes and Questions 576
   A Note on Acquisition Policies 580
4. Exclusionary Displacement and Community Destruction 581
   a. Displacement by Gentrification 582
   b. Community Destruction 583
      Notes and Questions 584
G. Emerging Issues in Community Development: Equitable, Sustainable, Green Community Development 585
1. Equitable Development and Community Benefit 585
   a. Equitable Development 586
   b. Accountable Development: Community Benefits Agreements 587
CONTENTS

Chapter 6 • Fair Housing: Issues of Race, Class, and Status 615
A Note on Fair Housing: Historical and Legal Contexts 616
Notes and Questions 620
A. Constitutional Basis for Fair Housing: Equal Protection Theory, Methodology, and Limits 625
A Note on Equal Protection 625
Notes and Questions 626
Notes and Questions 630
B. Legislative Fair Housing Policies: Governmental Duties 634
1. Federal Affirmative Duty to Promote Fair Housing 635
N.A.A.C.P., Boston Chapter v. Secretary of Housing and Community Development 635
Notes and Questions 640
N.A.A.C.P., Boston Chapter v. Kemp 640
Notes and Questions 644
Raso v. Lago 644
Notes and Questions 649
A Note on the Special Federal Role in Fair Housing 652
Notes and Questions 656
2. The General Duty of Nondiscrimination 657
a. Intentional Discrimination 657
A Note on the Gautreaux Cases 657
Gautreaux v. Chicago Housing Authority 662
Notes and Questions 664
A Note on the Housing-Schools Nexus 666
Parents Involved in Community Schools v. Seattle School Dist. No. 1 669
Notes and Questions 678
b. Discriminatory Effects: The Prima Facie Case Approach 681
Huntington Branch, NAACP v. Town of Huntington 681
Notes and Questions 690
A Note on Exclusionary Zoning 695
CONTENTS

Peter W. Salsich, Jr. and Timothy J. Tryniecki, *Land Use Regulation* 695
A Note on Inclusionary Zoning Policies and Programs 698
Notes and Questions 702
Peter W. Salsich, Jr. and Timothy J. Tryniecki, *Land Use Regulation* 704
Notes and Questions 705

3. Discrimination Based on Handicap
   *Marbrunak, Inc. v. City of Stow*
   Notes and Questions 706
*Budnick v. Town of Carefree*
Notes and Questions 711
A Note on Fair Housing Enforcement and the First Amendment 718
Notes and Questions 720

4. Restrictions on Occupancy
   *City of Edmonds v. Oxford House, Inc.*
   Notes and Questions 724
A Note on Municipal Services Equalization 730
Notes and Questions 731

C. Legislative Fair Housing Policies: Discrimination in the Marketplace
   A Note on Coordination of Title VIII and Section 1982 733
   Notes and Questions 734

1. The Limits of Fair Housing Policy: “Managed Occupancy” and Integration Maintenance
   *United States v. Starrett City Associates*
   Notes and Questions 737

2. Disparate Treatment: The Prima Facie Case Approach
   *Robinson v. 12 Lofts Realty, Inc.*
   Notes and Questions 745
A Note on Mixed Motives and “Partial” Discrimination 757
Notes and Questions 759

3. Discrimination Based on Familial Status
   *Soules v. United States Department of Housing and Urban Development*
   Notes and Questions 759
*Sierra v. City of New York*
Notes and Questions 766

4. Discrimination Based on Sex and Sexual Harassment
   *Krueger v. Cuomo*
   Notes and Questions 771
A Note on Post-Acquisition Discriminatory Conduct: Harassment and Denial of Services 776
Notes and Questions 782

5. Discriminatory Mortgage Lending and Mortgage Redlining
   *Latimore v. Citibank, F.S.B*
   Notes and Questions 783
A Note on the “Exploitation” Theory 790
Notes and Questions 791

6. Discriminatory Insurance Practices and Insurance Redlining
   *Nationwide Mutual Insurance Company v. Cisneros*
   Notes and Questions 792

7. Steering and Blockbusting
   *Heights Community Congress v. Hilltop Realty*
   Notes and Questions 799

Notes and Questions 804
CONTENTS

8. Enforcement Procedures, Options, Damages, and Remedies  808
   Notes and Questions  810

Index  813
# Table of Cases

(Principal cases are listed in bold).

<table>
<thead>
<tr>
<th>Case</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ten West 28th Street Realty Corp. v. Moredler</td>
<td>440</td>
</tr>
<tr>
<td>99 Cents Only Store v. Lancaster Redevelopment Agency</td>
<td>542</td>
</tr>
<tr>
<td>111 E. 88 St. Partners v. Simon</td>
<td>331</td>
</tr>
<tr>
<td>2225 New York Avenue Ltd. v. Cisneros</td>
<td>148</td>
</tr>
<tr>
<td>Abbott Laboratories v. Gardner</td>
<td>126</td>
</tr>
<tr>
<td>Action Apartment Ass’n v. City of Santa Monica</td>
<td>702</td>
</tr>
<tr>
<td>Adamec v. Post</td>
<td>426</td>
</tr>
<tr>
<td>Adams v. Woodlands of Nashua</td>
<td>323</td>
</tr>
<tr>
<td>Adarand Constructors, Inc. v. Pena</td>
<td>646–47, 649, 655</td>
</tr>
<tr>
<td>Advisory Opinion, In re</td>
<td>512</td>
</tr>
<tr>
<td>Agins v. Tiburon</td>
<td>355, 358</td>
</tr>
<tr>
<td>Aiken v. City of Memphis</td>
<td>649</td>
</tr>
<tr>
<td>Alexander v. HUD</td>
<td>571–72</td>
</tr>
<tr>
<td>Alger v. Department of Labor &amp; Industry</td>
<td>432</td>
</tr>
<tr>
<td>Allen v. Wright</td>
<td>140</td>
</tr>
<tr>
<td>Alliance Home v. Board of Assessment Appeals</td>
<td>295</td>
</tr>
<tr>
<td>Allied Structural Steel v. Spannaus</td>
<td>25</td>
</tr>
<tr>
<td>Alpine Ridge Group v. Kemp</td>
<td>219, 220, 221</td>
</tr>
<tr>
<td>Alshuler v. HUD</td>
<td>476</td>
</tr>
<tr>
<td>Altz v. Lieberson</td>
<td>313</td>
</tr>
<tr>
<td>Ambach v. Norwich</td>
<td>633</td>
</tr>
<tr>
<td>Amberhill v. City of Berkeley</td>
<td>352</td>
</tr>
<tr>
<td>Amen v. City of Dearborn</td>
<td>577, 578</td>
</tr>
<tr>
<td>American Disabled for Attendant Programs Today v. U.S. Department of 18</td>
<td></td>
</tr>
<tr>
<td>American Fin. Serv. v. City of Cleveland</td>
<td></td>
</tr>
<tr>
<td>American Manufacturers Mutual Ins. Co. v. Sullivan</td>
<td>59</td>
</tr>
<tr>
<td>American School of Magnetic Healing v. McAnnulty</td>
<td>126</td>
</tr>
<tr>
<td>Ammons v Dade City</td>
<td>425</td>
</tr>
<tr>
<td>AMN Inc. v. So. Brunswick Rent Leveling Bd.</td>
<td>366</td>
</tr>
<tr>
<td>Anast v. Commonwealth Apartments</td>
<td>716–17</td>
</tr>
<tr>
<td>Anderson v. City of Alpharetta</td>
<td>637, 694</td>
</tr>
<tr>
<td>Anderson v. City of Bessemer City</td>
<td></td>
</tr>
<tr>
<td>Anderson v. Denny</td>
<td>402</td>
</tr>
<tr>
<td>Anderson v. Jackson</td>
<td>64–65, 490</td>
</tr>
<tr>
<td>Anderson House, LLC v. Mayor &amp; City Council of Rockville</td>
<td>415</td>
</tr>
<tr>
<td>Angell v. Town of Manchester</td>
<td>500</td>
</tr>
<tr>
<td>Angell v. Zinsser</td>
<td>500</td>
</tr>
<tr>
<td>Apartment Ass’n of S. Cent. Wisconsin, Inc. v. City of Madison</td>
<td>701</td>
</tr>
<tr>
<td>Argersinger v. Hamlin</td>
<td>387</td>
</tr>
<tr>
<td>Arlie Foundation v. I.R.S.</td>
<td>284</td>
</tr>
<tr>
<td>Armory Park Neighborhood Ass’n v. Episcopal Community Serv. in Arizona</td>
<td>32–33</td>
</tr>
<tr>
<td>Arthur v. Starrett City Assocs</td>
<td>738</td>
</tr>
<tr>
<td>Artisan/American Corp. v. City of Alvin, Texas</td>
<td>692–93</td>
</tr>
<tr>
<td>Aspen Creek Estates Ltd v. Town of Brookhaven</td>
<td>543</td>
</tr>
<tr>
<td>Atkins v. Robinson</td>
<td>693</td>
</tr>
<tr>
<td>Attorney General v. Desilets</td>
<td>724</td>
</tr>
<tr>
<td>Auraria Businessman v. Denver Urban Renewal Auth.</td>
<td>573</td>
</tr>
<tr>
<td>Avery v. City of Chicago</td>
<td>500</td>
</tr>
<tr>
<td>Baiza v. Southgate Recreation &amp; Park Dist.</td>
<td>574</td>
</tr>
<tr>
<td>Baker v. Carr</td>
<td>132, 133</td>
</tr>
<tr>
<td>Baker v. Cincinnati Metropolitan Hous. Auth.</td>
<td>380</td>
</tr>
</tbody>
</table>
Baldwin v. Hous. Auth. of City of Camden, 380
Barnhart v. Brinegar, 534, 544, 570, 581
Basco v. Mach, 205, 229
Bay Park One Co. v. Crosby, 331
Beal v. Lindsey, 731–32
Beato v. Cosmopolitan Assocs., 331
Becker v. IRM Corp., 331
Bell v. Tsintolas Realty Co., 325
Berenson v. Town of New Castle, 703
Bernal v. Fainter, 633
Berzito v. Gambino, 325
Betsey v. Turtle Creek Associates, 756
Billington v. Underwood, 373
Birkenfeld v. City of Berkeley, 55, 60, 341, 347, 350, 351, 354, 357
Bishop v. Pecskol, 752, 758
Blackshear Resident Org. v. City of Austin, 471
Bloch v. Frischholz, 780–81
Block v. Hirsch, 346, 437
Bloom v. Niagara Falls Hous. Auth., 208
Blum v. Yaretzky, 561
Board of Education of Oklahoma City Pub-
lic School, Independent School District
No. 89 v. Dowell, 668
Board of Regents v. Bakke, 654
Board of Regents of State Colleges v. Roth,
564
Board of Supervisors v. DeGroff Enterprises,
Inc., 700–01
Board of Supervisors v. Dolan, 456
Board of Tax Assessors v. Baptist Village,
Inc., 295
Boehm v. Superior Court, 64
Boston Hous. Auth. v. Hemingway, 315, 318
Boston Public Hous. Tenants’ Policy Coun-
cil v. Lynn, 209
Bowen v. Agencies Opposed to Soc. Sec.
Entrapment, 146
Bowen v. Massachusetts, 144
Bowles v. Willingham, 346
Boyd v. Lefrak Organization, 749, 755, 757
Brademas v. Indiana Housing Finance Au-
thority, 269
Bradley v. HUD, 481
Bradley v. School Board, 680
Bragdon v. Abbott, 710, 713
Brandon v. Pierce, 497
Brentwood Academy v. Tennessee Secondary
School Athletic Ass’n, 59, 561
Brewer v. Erwin, 332
Brewer v. Quarterman, 678
Britton v. Town of Chester, 698
Broaden v. Harris, 475
Broadway Theatre League of Lynchburg, Va.
v. United States, 286
Brock v. Watts Realty Co., 331
Bronk v. Ineichen, 717
Brown v. Board of Education, 204, 619, 662,
666, 672–74, 676–78
Brown v. Southall Realty Co., 313, 315, 336
Brown v. State Realty, 805
Brownstein v. Edison, 331
Brunetti v. Borough of New Milford, 352
Bryant Woods Inn v. Howard County, 717
Buchanan v. Warley, 618
Buckeye Community Hope Foundation v.
Cuyahoga Falls, 54
Budnick v. Town of Carefree, 711
Building Monitoring Systems, Inc. v. Pax-
ton, 340
Burney v. Hous. Auth., 656, 739
Burton v. Wilmington Parking Auth., 378,
398–99, 633
Bush v. Vera, 646, 675
Business Ass’n of University City v. Land-
drieu, 651
Cafeteria & Restaurant Workers Union,
Local 473 v. McElroy, 383
California v. ARC Am. Corp., 393
Callahan v. Carey, 65
Campbell v. Minneapolis Public Hous.
Auth., 395
C & A Carbone, Inc. v. Town of Clarkstown,
513
Carr v. City of Pittsburgh, 574
Carson Harbor Village v. City of Carson,
355
Castel Properties, Ltd. v. City of Marion,
512
Cauder v. Durham Hous. Auth., 386, 399,
402
Central Brooklyn Urban Development Corp.
v. Copeland, 402
Chang v. District of Columbia Dept. of Regulatory and Consumer Affairs, 427
Chase Manhattan Bank v. T&N, PLC, 427
Chernin v. Welchans, 440
Chicago Board of Realtors v. City of Chicago, 440, 441
Chicago Hous. Auth. v. Austin, 657, 660
Chicago Lawyers’ Committee for Civil Rights Under Law, Inc. v. Craigslist, Inc., 722
Church of Scientology Flag Service Org., Inc. v. City of Clearwater, 138
Cienega Gardens v. United States, 145
Cisneros v. Alpine Ridge Group, 218
Citizens for Underground Equality v. City of Seattle, 733
Citizens to Preserve Overton Park v. Volpe, 476, 639
City of Center Line v. Chmelko, 529
City of Chicago v. Chicago Title and Trust Co., 441
City of Cleburne v. Cleburne Living Center, 563, 632–33
City of Cleveland v. Ameriquest Mortgage Sec., Inc., 18
City of Cuyahoga Falls v. Buckeye Community Hope Foundation, 54, 633
City of Detroit v. Vavro, 551
City of Duluth v. State, 531
City of Eastlake v. Forest City Enterprises, Inc, 54
City of Edmonds v. Oxford House, Inc., 724
City of Everett v. Terry, 394
City of Hartford v. Mejias, 573
City of Hartford v. Towns of Glastonbury, 492
City of Jamestown v. Leevers Supermarkets, 531
City of Kansas City v. Hon, 531
City of Kansas City v. Jordan, 427
City of Kansas City v. United States Department of Housing and Urban Development, 118, 124, 494
City of Las Vegas Downtown Redevelopment Agency v. Pappas, 547
City of Lebanon v. HUD, 492
City of Loveland v. Pierce, 492
City of Memphis v. Greene, 733
City of New York v. Pierce, 510
City of Norwood v. Harris, 500
City of Norwood v. Horney, 542
City of Owensboro v. McCormick, 531
City of Richmond v. J.A. Croson Co, 646, 655, 675
City of Santa Monica v. Yarmack, 353
City of Seattle, In re, 531
City of St. Louis v. Brune, 428
City of West Hollywood v. Beverly Towers, 367
City of Woodinville v. Northshore United Church of Christ, 30
The Civil Rights Cases, 618
Clairton Sportsmen’s Club v. Pennsylvania Turnpike Comm’n, 603
Clark v. Universal Builders, 790–92
Clarke v. Securities Industry Ass’n, 140
Cleveland Area Board of Realtors v. City of Euclid, 805
Clients’ Council v. Pierce, 637, 694
Clinton v. City of New York, 99
Coalition for Block Grant Compliance v. HUD, 482
Coffey v. Romney, 650
Cole v. Hous. Auth., 373, 374
Coles v. Havens Realty Corp., 807
Colon v. Tompkins Square Neighbors, Inc., 376, 380
Comer v. Cisneros, 374
Commercial Builders of Northern California v. City of Sacramento, 297, 302
Committee Concerning Community Improvement v. City of Modesto, California, 779–81
Committee of Petitioners for Referendum v. City of Norfolk, 55
Commonwealth v. Monumental Properties, Inc., 332
Community Renewal Foundation v. Chicago Title and Trust, 332, 454
Concerned Tenants Ass’n v. Pierce, 64
Concerned Tenants Association of Father Panik Village v. Pierce, 209, 571
Conocuh-Monroe Community Action Agency v. Bowen, 123
Connolly v. Pension Benefit Guaranty Corp., 25
Conservation Law Found. v. Federal Highway Admin., 603
Contract Buyers League v. F & F Investment, 790
Cooper v. Aaron, 378
Correia v. Firestone Tire & Rubber Co., 330
Cort v. Ash, 131
County of Sacramento v. Lewis, 565
County of Wayne v. Hathcock, 527, 532, 538, 547, 550, 552
Courtesey Sandwich Shop, Inc. v. Port of New York Auth., 531
Cowherd v. Department of H.U.D., 230
Cox v. City of Dallas, 782
Crosby v. Young, 497
Crosey Street Concerned Citizens v. Romney, 650
Crow v. Brown, 680, 691, 694
Crowell v. Mccaffrey, 331
Cruz Mgt. Co. v. Thomas, 330
Cuno v. DaimlerChrysler, 513
Currier v. Zinser, 33
Cuyahoga Metropolitan Housing Authority v. City of Cleveland, 199
Dailey v. City of Lawton, 691
dandridge v. Williams, 59
Darby v. Cisneros, 141
Darst-Webbe Tenant Ass’n. Bd. v. St. Louis Hous. Auth., 246
Daskel Investors, Inc. v. Rosenbloom, 368
Davis v. City of Berkeley, 626–27
Davis v. City of Toledo, 202
Davis v. HUD, 471
Davis v. Mansfield Metropolitan Hous. Auth., 228, 401
Davis v. New York City Hous. Auth., 374
Dawson v. HUD, 572
Dean v. Martinez, 580
Delancey v. City of Austin, 570
Denial of Approval to Issue $30,000,000.00, In re, 276
Department of Housing and Urban Development v. Rucker, 389, 393–94
DePaul v. Kauffman, 60, 436
DeRosa v. United States Department of Housing and Urban Development, 482
Dessin v. Housing Auth. of City of Fort Meyers, 571
Devines v. Maier, 431, 573
Diamond Hous. Corp. v. Robinson, 336
DiCenso v. Cisneros, 774, 776, 779
Dickeyville Ass’n v. HUD, 498
Director, Office of Workers’ Comp. Programs v. Greenwich Collieries, 227
Doe v. New Bedford Hous. Auth., 331
Dolan v. City of Tigard, 302, 357, 574, 701–02
Doll v. Rapp, 316
Dowdell v. City of Apoka, 732
Drake v. Pierce, 132
Dugger v. City of Missoula, 572
Duke Power Co. v. Carolina Environmental Study Group, 135
Dukes v. Durante, 573
Dunn v. Midwestern Indem. Mid-American Fire & Casualty Co., 796
East Ark. Legal Servs. v. Legal Servs. Corp., 122
East Cape May Assoc. v. Dept. of Environmental Preservation, 290
Edmonds v. Washington State Building Code Council,
Edmonson v. Leesville Concrete Co., 561
Edwards v. District of Columbia, 64, 571
Ehrlich v. Culver City, 574
Eisen v. Eastman, 348
Elridge v. Koch, 65
Elroy R. and Dorothy Burns Trust, In re, 710
English v. Town of Huntington, 499, 578, 630
Entelman v. Hagood, 57
Equity Lifestyle v. County of San Luis Obispo, 355
Erlitch v. City of Culver City, 302
Escalera v. New York City Housing Authority, 228, 372–373, 381–82, 385–87, 393
Ethridge v. Hwang, 332
Evans v. Buchanan, 680
Evans v. Newton, 561
Fair Housing Council of San Fernando Valley v. Roommates.com, LLC, 721–22
Farrell v. Drew, 440
Fayor v. Szupper, 559
Feagley v. Huntington County Planning Comm’n, 574–75
Feemster v. BSA Ltd. Partnership, 63, 233
Feinerman v. Bernardi, 115
Feldman v. Jasinski, 322
Ferguson v. Metropolitan Dev. & Hous. Auth., 380, 401
Fernley v. Board of Supervisors, 704
Fire v. City of Winner, 733
Firefighters Local Union No. 1784 v. Stotts, 654
First English Evangelical Lutheran Church of Glendale v. County of Los Angeles, 357
Fisher, In re, 531
Fisher v. City of Berkeley, 359
Flast v. Cohen, 132
Flemming v. Nestor, 400
Fletcher v. Hous. Auth. of Louisville, 210
Flowers Industries v. F.T.C, 138
Floyd v. Hernandez-Pinero, 376
Foisy v. Wyman, 316
Foreclosure Cases, In re, 21
Forest Park II v. Hadley, 233
Foxglenn Investors Ltd. Partnership v. Cisneros, 148
Franciscan Tertiary Province of Missouri, Inc. v. State Tax Commission of Missouri, 292
Franklin Tower One, L.L.C. v. N.M., 394
Freeman v. Pitts, 676
Frenchtown Villa v. Meadors, 340
Frisby v. HUD, 571
Frothingham v. Mellon, 132
Fullilove v. Klutznick, 654
Fults v. City of Coralville, 276
G.D. Management Co. v. Negro, 366
Garcia v. Brockway, 717
Garrett v. City of Escondido, 634
Garrett v. City of Hamtramck, 499, 577–78
Gart v. Cole, 495
Gates v. Housing Appeals Bd., 427
Gautreaux v. Chicago Housing Authority, 657–560, 662–664
Gautreaux v. City of Chicago, 657, 659
Gautreaux v. Landrieu, 657, 661
Gautreaux v. Pierce, 657–58, 661
Gautreaux v. Romney, 657–60
Gayle v. Browder, 676
Gaylord v. Beckett, 512
G.D. Management Co. v. Negro, 366
General Motors Corp. v. Abrams, 393
Geneva Towers Org. v. Federated Mortgage Investors, 403
George Washington University v. Weintraub, 322
Germain v. Recht-Goldin-Siegel Properties, 380
Gholston v. Hous. Authority of City of Montgomery, 210
Giebeler v. M & B Associates, 712, 717
Girard v. Town of Allenstown, 353
Gladstone Realtors v. Village of Bellwood, 135, 722, 744, 800, 806–07
Glover v. Hous. Auth., 386
Golden Gate Hotel Ass’n v. City of San Francisco, 574
Gomez v. Chody, 579
Gomillion v. Lightfoot, 51–52, 628
Gonzaga University v. Doe, 64–65
Gonzalez v. Lee County Housing Authority, 778
Goolsby v. Blumenthal, 501
Grand Boulevard Improvement Ass’n v. City of Chicago, 476, 480
Granholm v. Heald, 513
Gratz v. Bollinger, 671
Green v. Bock Laundry Machine Co., 392
Green v. Lindsey, 392
Green v. Superior Court, 315, 323
Green Park Associates v. Inman, 401–02
Gregory v. City of San Juan Capistrano, 352
Griffin v. Breckenridge, 565
Griffin Development Co. v. City of Oxnard, 367
Grove City College v. Bell, 655
Grutter v. Bollinger, 671–72, 674–76
Guardians Ass’n v. Civil Serv. Comm’n, 499
Guggenheim v. Goleta, 355
Hacienda Valley Mobile Estates v. City of Morgan Hill, 355
Hadecheck v. Sebastian, 358
Hadnott v. City of Prattville, 733
Hafiz v. Greenpoint Mortgage Funding, Inc., 21
Hall v. City of Santa Barbara, 354
Halpin v. Prairie Single Family Homes of Dearborn Park Ass'n, 776–79, 782
Hampton v. Mow Sun Wong, 633
Hanley v. Mitchell, 497
Hardy v. Griffin, 332
Harris v. Lynn, 571
Harrisburg Coalition Against Ruining the Env't v. Volpe, 578
Hart v. Community School Board, 667
Havens Realty Corp. v. Coleman, 722, 800, 807–08
Hawaii Hous. Auth. v. Midkiff, 525, 531, 536–37, 539–42, 544, 546
Hawkins v. Town of Shaw, 730–32
Heights Community Congress v. Hilltop Realty, 799, 804–05
Helmsley v. Borough of Fort Lee, 343, 353, 354
Hemisphere Building Co. v. Village of Rich- ton Park, 694
Henningson v. Bloomfield Motors, Inc., 312
Henry Horner Mothers Guild v. Chicago Hous. Auth., 558
Hernandez v. Texas, 633
Hess v. Ward, 374
HFH Ltd. v. Superior Court, 358
Hilder v. St. Peter, 316, 323, 325
Hill v. Group Three Hous. Dev. Corp, 380
Hirschel v. City of New York, 358
Hishon v. King & Spalding, 719
Hispanics United v. Village of Addison, 578
Ho Ah Kow v. Nunan, 335
Hodge v. Ginsberg, 63
Holbrook v. Pitt, 217
Holmes v. Atlanta, 676
Holmes v. New York City Housing Authority, 370, 373, 377, 379, 380
Home Bldg. & Loan Ass'n v. Blaisdell, 25, 439
Home Builders Association v. City of Napa, 701
Honc v. Vigil, 776
Honorable v. The Easy Life Real Estate Sys- tem, Inc., 792
Hornsby v. Allen, 372
Hosey v. Club Van Cortlandt, 340
Housing Auth. v. Brown, 395
Housing Auth. v. Saylors, 387
Housing Auth. & Urban Redev. Agency of the City of Atlantic City v. Taylor, 212
Housing Auth. of City of Los Angeles v. City of Los Angeles, 203
Housing Auth. of Newark v. Smith, 394
Housing Auth. of Omaha v. United States Housing Auth., 369
Housing Auth. of Passaic v. Torres, 208
Housing Authority of Pittsburgh v. Fields, 393
Housing Opportunities Made Equal v. Cincinnati Enquirer, 768
Housing Pioneers, Inc. v. Commissioner, 287
Houston v. City of Cocoa, 578
Houston v. HUD, 147
HUD v. Baumgardner, 775
HUD v. Johnson, 719
HUD v. Weber, 719–20
HUD v. Williams, 719
Hunter v. Erickson, 51, 53, 54–55
Huntington Branch, NAACP v. Town of Huntington, 139, 681, 690–91
Hutton Park Gardens v. Town Council, 348, 350, 352
INS v. Chadha, 481
Ingalls v. Hobbs, 307
In gleanmor t v. Borough of Fort Lee, 352
INS v. Cardoza-Foncesa, 120
Iron Hawk v Martinez, 482
Isham v. Pierce, 572
Jack Spring, Inc. v. Little, 315
Jackson v. Lynn, 193
Jackson v. Metropolitan Edison Co., 562
Jackson v. Okaloosa County, Fla., 136, 150
Jackson v. Romney, 193
Jaimes v. Lucas Metro. Hous. Auth., 656
Jaimes v. Toledo Metro. Hous. Auth., 139
J.A.M. Builders, Inc. v. Herman, 228, 229
Jancik v. Department of Housing & Urban Development, 767, 774
Jarrett v. E.L. Harper & Son, Inc., 324
Javins v. First National Realty Corp., 308, 315, 318, 319, 322, 325
Jeffries v. Georgia Residential Finance Auth., 401
Jenkins v. Missouri, 669
Johnson v. City of Paducah, 420
Johnson v. County of Chester, 492
Johnson v. Housing Auth. of Jefferson Parish, 64
Johnson v. Scandia Associates, Inc., 331
Johnson v. Tamsberg, 400
Johnson v. Transportation Agency, 654
Joint Anti-Fascist Refugee Comm. v. McGrath, 385
Jones v. Alfred H. Mayer Co, 619, 735–36
Jones v. City of Los Angeles, 30, 32
Jones v. District of Columbia Redeve. Land Agency, 577
Jorman v. Veterans Admin., 140
Joy v. Daniels, 356, 394, 397, 400–02
Kanelos v. Kettler, 313
Kankakee County Hous. Auth. v. Spurlock, 577
Kargman v. Sullivan, 394
Kaukas v. City of Chicago, 427
Kavanau v. Santa Monica, 290
Kazanoff v. U.S, 427
Kellner v. Cappellini, 395
Kennedy v. City of Zanesville, Ohio, 781
Kennedy Park Homes Ass’n v. City of Lackawanna, 691, 796
Keyes v. School District No. 1, 666, 678
King v. Faymor Dev. Co., 651
King v. Harris, 651
King v. New Rochelle Municipal Hous. Auth., 374
Kingston Square Tenants’ Assoc. v. Tuskegee Gardens, Ltd., 332
Kirkpatrick v. City of Oceanside, 354
Kline v. Burns, 318
Krimstock v. Kelly, 385
 Kroger Co. v. Regional Airport Auth. of Louisville & Jefferson County, 568
Krueger v. Cuomo, 771, 776–77, 779
Lancaster Redeve. Agency v. Dibley, 513
Landesman v. Keys Condo. Owners Ass’n, 780
Lane v. McGarry, 374
Langlois v. Abington Housing, 694
Lansing Dairy, Inc. v. Espy, 794
La Raza Unida v. Volpe, 501, 570
Latimore v. Citibank, F.S.B, 783
Latinos Unidos de Chelsea en Accion v. HUD, 126, 500
Latinos Unidos de Chelsea en Accion v. Secretary of Housing and Urban Development, 140
Lavoie v. Bigwood, 398
Lawler v. Capital City Life Insurance Co., 308
Leardi v. Brown, 332
Lemle v. Breeden, 310, 315
Linares v. Jackson, 385–86, 393
Lindsey v. Normet, 55, 59–60, 63, 74, 402, 631
Linmark Associates Inc. v. Township of Willingboro, 718, 804–05
Linton v. Murray, 323–24
Little Rock School Dist. v. Pulaski County Special School Dist., 680
Local No. 93, International Association of Firefighters v. City of Cleveland, 654
 Lopez v. Henry Phipps Plaza South, Inc., 387
Loretto v. Teleprompter Manhattan CATV Corp., 357, 431, 448
Love v. De Carlo Homes, Inc., 792
Loving v. Virginia, 676
Lower Manhattan Loft Tenants v. New York City Loft Bd, 427
Lower Moreland Homeowner’s Ass’n v. HUD, 482, 492
Lozana v. City of Hazelton, 634
Lucas v. South Carolina Coastal Council, 358
Lugar v. Edmonson Oil Co, 561
Lujan v. Defenders of Wildlife, 133
MacCloud v. County of Santa Clara, 358
Madison v. Jeffers, 758–59
Maeberry v. Hous. & Redeve. Auth., 387
Maine v. Thiboutot, 128
Malone v. Fenton, 693
Marbrunak, Inc. v City of Stow, 706, 710
Maready v. City of Winston-Salem, 515
Marini v. Ireland, 327
Marsh v. Alabama, 356
Martin v. North Carolina Housing Corp., 276
Maryland Mortgage & Investment Co. v. State, 431
Massachusetts v. E.P.A, 133
Mathews v. Eldridge, 385, 564
Mayo v. Boston Rent Control Adm’r, 356
Mayor and City Council of Baltimore v. Dawson, 676
Mayor of Baltimore v. Wells Fargo Bank, N.A., 21, 789–90
Mayor of Baltimore City v. Valsamaki, 531
McCarthy v. Madigan, 143, 144
McCulloch v. Maryland, 270
McDonnell Douglas Corp. v. Green, 683, 687
McGowan v. Maryland, 57
McHugh v. Santa Monica Rent Control Board, 359
McKeon v. Hastings College of the Law, 573
McLaughlin v. Florida, 378
McNair v. New York City Hous. Auth., 380
McQueen v. Druker, 400
M.C. West, Inc. v. Lewis, 500
Mease v. Fox, 315
Mejia v. HUD, 498, 579–80
Metro Broadcasting, Inc. v. FCC, 655
Metropolitan Housing Dev. Corp. v. Village of Arlington Heights, 683, 749, 796
Metropolitan Pittsburgh Non-Profit Hous. Corp. v. Board of Property Assessment, 294
Meyer v. Holley, 804
MHC Financing v. City of San Rafael, 355
Miami Beach v. Arlen King Cole Condo Assn, 367
Michigan Protection and Advocacy Service, Inc. v. Babin, 735
Middlesex County Sewerage Auth. v. National Sea Clammers Assn, 128, 132
Miller v. Hartwood Apartments, Ltd., 402
Miller v. Johnson, 646, 648
Miller v. Schoene, 446
Mississippi State Conference NAACP v. U.S. Dep’t. HUD, 488, 489, 490
Missouri v. Jenkins, 668, 732
Mitchell v. HUD, 401
*Moore v. City of Detroit, 447*
Moore v. City of East Cleveland, 726–27
Moore v. Townsend, 758
Moorer v. HUD, 572
Moose Lodge No. 107 v. Irvis, 398
Morris County Trust for Historic Preservation v. Pierce, 498
Mounsey v. Ellard, 330
Mullane v. Central Hanover Bank & Trust Co., 451
Munoz v. City of Philadelphia, 561
Munoz-Mendoza v. Pierce, 140, 578
N.A.A.C.P., Boston Chapter v. Kemp, 640, 644, 647–48
N.A.A.C.P., Boston Chapter v. Secretary of Housing and Community Development, 125, 131, 150, 635
NAACP Boston Chapter v. Harris, 140, 636
NAACP v. Pierce, 499
NAACP v. Harris, 482
NAACP v. Secretary of HUD, 499
NAACP-Santa Rosa-Sonoma County Branch v. Hills, 471
Nagi v. United States, 568
Nash v. City of Santa Monica, 353, 366
Nashville I-40 Steering Comm. v. Ellington, 578
Nashvillians Against I-440 v. Lewis, 578
National Collegiate Athletic Ass’n v. Tarkanian, 561
National Leased Hous. Ass’n v. United States, 221
National Tenants Organization, Inc. v. HUD, 208
National Wildlife Federation v. Marsh, 478, 482, 498
Nationwide Mutual Insurance Company v. Cisneros, 792, 798–99
Nebbia v. New York, 348, 356
Neighborhood Research Inst. v. Campus Partners, 232
New Jersey v. Pierce, 510, 516
New Orleans City Park Improvement Assn. v. Deteige, 676
New York State Association of Realtors, Inc. v. Shaffer, 722
Newbern v. Lake Lorelei, Inc., 752–53
Nickols v. Pierce, 475
99 Cents Only Store v. Lancaster Redevelopment Agency, 542
NLRB v. United Food Commercial Workers Union, 120
Nollan v. California Coastal Comm’n, 297–99, 300, 302, 357, 701–02
Northeast Constr. Co. v. Romney, 500
Norwalk CORE v. Norwalk Redevelopment Agency, 495
Novicki v. Cook, 115
Nucleus of Chicago Homeowners Ass’n v. Lynn, 498, 659
Ohana v. 180 Prospect Place Realty Corp., 779
Oklahoma Capitol Improvement Auth., In re, 276
Old West End Ass’n v. Buckeye Fed. Sav. & Loan, 785–86
Olmsted Citizens for Better Community v. United States, 497
111 E. 88 St. Partners v. Simon, 331
Orange Taxpayers Council, Inc. v. City of Orange, 440
Ortega v. Flaim, 323
Otero v. New York City Hous. Auth., 579, 647, 739–42, 744–45
Pacific Mut. Life Ins. Co. v. Haslip, 392
Palazzolo v. Rhode Island, 355
Palmer/Sixth Street Properties v. City of Los Angeles, 702
Parents Involved in Community Schools v. Seattle School Dist. No. 1, 669, 679
Parent Ass’n of Andrew Jackson High School v. Ambach, 740
Parker v. Shonfeld, 736
Parks v. Watson, 298
Partnership for Affordable Housing v. Board of Review for the City of Davenport, 294
Pasadena City Bd. of Educ. v. Spangler, 667, 679
Patsy v. Board of Regents of Florida, 143
Payne v. Bracher, 758
Payne v. HUD, 492
Pearson v. Edgar, 723
Penn Central Transportation Co. v. City of New York, 355, 358, 446
Pennell v. City of San Jose, 357, 358, 367
Pennhurst State School and Hospital v. Halderman, 130, 132
Pennsylvania v. Board of Directors of City Trusts of Philadelphia, 561
People v. H & H Properties, 353
People v. Halpern, 427
People v. Thomas Shelton Powers, M.D., Inc, 368
People ex rel. Detroit Howell R. Co. v. Salem Twp. Board, 529
People Helpers Foundation v. Richmond, 719
People to End Homelessness, Inc. v. Develco Singles, 233
Perez v. Boston Hous. Auth., 209
Perry v. Royal Arms Apartments, 402
Peterson v. Superior Court, 331
Phelps v. Hous. Auth., 373
Pierson v. Post, 555
Pietroniro v. Borough of Oceanport, 561
Pines v. Perssion, 315
Planned Parenthood of Southeastern PA. v. Casey, 563
Plessy v. Ferguson, 619, 674
Plumstead Theatre Society, Inc. v. Commissioner, 285
Plyler v. Doe, 634
Polakoff v. Turner, 427
Port of Grays Harbor, In re, 531
Powelton Civic Home Housing Assn v. HUD, 495
Pratt v. Chicago Hous. Auth., 396
Price v. City of Stockton, 559
Price v. Pierce, 132, 217
Prince George’s County v. Collington, 531
Property Owners Association v. Township of North Bergen, 358
Pugh v. Holmes, 324
Quevedo v. Braga, 328
R.A.V. v. City of St. Paul, 719
Racey v. Muir, 721
Rainier View Associates v. United States, 219, 220
Ramirez, Leal & Co. v. C.D.A, 488, 501
Ranjel v. City of Lansing, 53
Raso v. Lago, 578–79, 644, 744
Reese v. Miami-Dade County, 481
Regional Economic Community Action Program, Inc. v. City of Middletown, 779
Regional Transp. Dist. v. Outdoor Systems, Inc., 575
Reiner v. West Village Assocs, 403
Reinhart v. Lincoln County, 693–94
Reitmeyer v. Sprecher, 437
Rendell-Baker v. Kohn, 60, 562
Rent Stabilization Ass’n v. Higgins, 359
Rental Hous. Ass’n of Greater Lynn, Inc. v. Hills, 492
Resident Advisory Board v. Rizzo, 685, 687
Resolution Trust Corp. v. Diamond, 368–69
Ressler v. Pierce, 380
Reste Realty Corp. v. Cooper, 310, 326, 327
Rice v. Santa Fe Elevator Corp., 393
Rich v. Georgia, 276
Richards v. Mangum, 736
Richardson v. Howard, 808
Richardson v. Perales, 228
Richmond Tenants Org. v. Richmond Redev. Auth., 395
Río Vista Non-Profit Housing. Corp. v. County of Ramsey, 294
Rivera v. Martin, 441
Roberts v. Tishman Speyer Properties, 345
Roberts v. United States Jaycees, 719
Robertson v Methow Valley Citizens Council, 603
Robinson v. 12 Lofts Realty, Inc., 684, 745, 754–55, 757
Rowe v. Pierce, 394
Rowe v. Pittsgrove Township, 577
Ruckelshaus v. Monsanto Co., 542
Rudder v. United States, 379, 381
Rue-Ell Enterprises, Inc. v. City of Berkeley, 351, 359
Rufo v. Inmates of Suffolk County, 245
Rumber v. District of Columbia, 543
Rumsfeld v. Forum for Academic and Institutional Rights, Inc., 133
Runyon v. McCravy, 719
Sabato v. Sabato, 356
Salvation Army v. Hoehn, 293
Samuels v. District of Columbia, 402
Sanders v. Cruise, 388
San Remo Hotel v. City and County of San Francisco, 533
Santa Monica Beach Ltd. v. Superior Court, 352
Saunders v. First National Realty Corp., 308, 309
Saunders v. General Services Corp., 765, 768
Saxton v. Hous. Auth., 402
Scales v. United States, 392, 394
Schlesinger v. Reservists Committee to Stop the War, 134
Schmidt v. Boston Hous. Auth., 656
Schnuck v. City of Santa Monica, 359
School Board v. State Bd. of Educ., 680
Schultz v. Pritts, 415
Schulz v. State, 276
Schweiger v. Superior Court, 338
Scott v. Garfield, 323, 328
Selmont Improvements Assoc. v. Dallas County Comm’n, 733
Shaker Heights v. Shaker Heights Hous. Assocs., 656
Shannon v. Department of Housing and Urban Development, 649–50
Shapiro v. Thompson, 373
Shaughnessy v. Pedreiro, 144
Shaw v. Reno, 648, 655
Shelly v. Kraemer, 618
Shreveport v. Chanse Gas Corp., 531
Sierra v. City of New York, 768
Sierra Club v. Pena, 603
Silva v. East Providence Hous. Authority, 207
Simmons v. Drew, 401
Simon v. Eastern Kentucky Welfare Rights Organization, 134
Singleton v. Drew, 373
Sintra, Inc. v. City of Seattle, 574
Smith v. Anchor Bldg. Corp., 749
Smith v. Fair Employment & Housing Commission, 723–24
Smith v. Hendrix, 402
Smith v. Illinois Bell Tel. Co., 350
Smith v. Reeder, 57
Smith v. Robinson, 129, 132
Smith v. Sol D. Adler Realty Co, 757–58
Smith v. Town of Clarkton, 139, 693
Sofarelli v. Pinellas County, 719
Soules v. U.S. Dept. of Housing and Urban Development, 759, 767
Southeastern Community College v. Davis, 717
Southend Neighborhood Improvement Corp. v. County of St. Clair, 733
Southern Burlington County N.A.A.C.P. v. Mount Laurel Tp., 697–98, 703
Southwestern Telegraph & Telephone Co. v. Danaher, 392, 394
Spann v. Colonial Village, 768
Spence v O’Brien, 395
Sperry Corp. v. United States, 299
Stancil, In re, 315
Stanley v. Moore, 332
State v. Clay County Dev. Auth., 512
State v. French, 724
State v. Housing Finance Auth., 456
State v. Schwab, 332
State ex rel Beck v. City of York, 512
State ex rel. Douglas v. Nebraska Mortgage Finance Fund, 456
State ex rel. Plaza Properties, Inc. v. Kansas City, 512
State ex rel. State Highway Comm’n v. Anderson, 581
Statesman II Apartments, Inc. v. United States, 221
Stephanus v. Anderson, 340
Stephenson v. Ridgewood Village Apartments, 717
Steptoe v. Savings of America, 785
Steup v. Indiana Hous. Auth., 277
Stevens v. Dobs, Inc., 752
Stewart v. Green, 354
Stoiber v. Honeychuck, 323
Strycker’s Bay Neighborhood Council, Inc. v. Karlen, 651
Strycker’s Bay Community Council v. Karlen, 603
Strykers Bay Neighborhood Council v. City of New York, 497, 603
Sugar Cane Growers Cooperative of Fl a. v. Veneman, 133
Sullivan v. Little Hunting Park Inc., 736
Sumpter v. White Plains Hous. Auth., 372

Supreme Oil Co. v. Metropolitan Transp. Auth., 562
Surrick v. Zoning Hearing Board, 492, 703–04
Suter v. Artist M., 131
Sutton v. United Air Lines, Inc., 710
Swann v. Charlotte-Mecklenburg Board of Education, 666, 676
Swann v. Gastonia Hous. Auth., 401–02
Tax Increment Fin. Comm’n v. J.E. Dunn Constr. Co, 512
Teller v. McCoy, 324
Ten West 28th Street Realty Corp. v. Moidler, 440
Tenement House Department of City of New York v. Moeschen, 426–27
Terrace Housing Associates, Ltd. v. Cisneros, 148
Texaco, Inc. v. Short, 431
Thomas v. Anchorage Equal Rights Commission, 724
Thomas v. Hous. Auth., 379
Thompson v. Department of Housing & Urban Development, 243
Thompson v. Hous. Auth., 650
Thompson v. Thompson, 131
Thorpe v. Hous. Auth. of City of Durham, 203, 381, 383
Tinsley v. Kemp, 571
TOOR v. HUD, 577, 579
Topa Equities, Ltd.v. City of Los Angeles, 233
Town of Secaucus v. Department of Transp., 603
Township of Williston v. Chesterdale Farms, Inc, 492
Town Square Limited Partnership v. Clay County Board of Equalization, 269
Toyota Motor Mfg. Kentucky, Inc. v. Williams, 710
Trafficante v. Metro. Life Insurance Co., 139, 637, 777
Traweek v. City and County of San Francisco, 366
Traylor v. City of Amarillo, 420
Trentacost v. Brussel, 331
Tribe v. Salt Lake City Corporation, 275
Tullock v. State Highway Comm’n, 576
2225 New York Avenue Ltd. v. Cisneros, 148
Tyson v. New York City Hous. Auth., 387
Tyus v. Urban Search Management, 767
Ulster County Community Action Comm. v. Koenig, 470, 498
United States v. 92 Buena Vista Ave, 396
United States v. Balistrieri, 775
United States v. Barrett, 208
United States v. Board of School Comm’n, 680
United States v. Bob Lawrence Realty, Inc., 805–06
United States v. City of Birmingham, 53, 693
United States v. City of Black Jack, 687, 695, 753
United States v. City of Parma, 500, 695, 792, 796
United States v. Columbus Country Club, 723
United States v. Grooms, 752
United States v. Hayward, 723
United States v. Hunter, 768
United States v. James Daniel Good Real Property, 396
United States v. Mintzes, 805–06
United States v. Mitchell, 806
United States v. Monsanto, 391
United States v. 92 Buena Vista Ave, 396
United States v. Northside Realty, 695
United States v. Paradise, 654
United States v. Pelzer Realty Co., 758
United States v. Real Estate One, 806
United States v. Richardson, 134
United States v. Robinson, 396
United States v. Saroff, 805
United States v. Sperry Corp,
United States v. Starrett City Associates, 656–57, 685, 737, 744–45
United States v. Weber, 654
United States v. West Peachtree Tenth Corp, 695, 752
United States v. Winstar Corp., 145
United States v. Yonkers Bd. of Educ, 74, 667–68
United States v. Youritan Construction Co, 752
United States ex rel. Anti-Discrimination Center of Metro New York v. Westchester County, 149, 476, 652
Universities Research Ass’n v. Coutu, 500
U.S. Pipe and Foundry Company v. Webb, 228
Utah Housing Finance Agency v. Smart, 273
Valtierra v. Hous. Auth., 53
Van Buren Apartments v. Adams, 340
Vandermark v. Hous. Auth., 401
Vanlandingham v. Ivanow, 324–25
Van Slooten v. Larsen, 448
Vaughn v. Consumer Home Mortgage Co., 374
Venice Town Council v. City of Los Angeles, 574
Vieux Carré Property Owners, Residents & Assocs., Inc. v. Pierce, 498
Village of Belle Terre v. Boraas, 726
Village of Euclid v. Ambler Realty Co., 358, 446, 696, 726
Village of Willowbrook v. Olech, 563, 626
Vinson v. Greenburgh Hous. Auth., 388
Virginia v. Black, 723
Wade v. Jobe, 325
Walker v. City of Lakewood, 779
Ward v. Inshmaan Assocs. Ltd. Partnership, 331
Washington v. Sherwin Real Estate, Inc., 757
Watson v. Pathway Fin, 785
Watson v. Sellers, 331
Webb’s Fabulous Pharmacies, Inc. v. Beckwith, 299–301
Wentworth Hotel, Inc. v. Town of Newcastle, 367
West v. Atkins, 561–62
West v. Tennessee Housing Development Agency, 274
Westchester West No. 2 Ltd. Part v. Montgomery County, 348
West 41st St. Realty, LLC v. State Urb. Dev. Corp., 547
West Lynn Creamery, Inc. v. Healy, 513
Wheatley Heights Neighborhood Coalition v. Jenna Resales Co., 806
White v. Julian, 148, 720
White v. Lee, 148, 720
White v. U.S. Dep’t of Hous. & Urb. Dev., 767
Wiggins v. Department of Hous. and Urban Dev., 402
Wilder v. Virginia Hospital Association, 131
Williams, In re, 710
Williams v. Geithner, 19
Williams v. Matthews Co., 751–52
Williams v. Town of Greenburgh, 374
Williamson County Regional Planning Comm’n v. Hamilton Bank of Johnson City, 143
Wilmington Parking Auth. v. Land With Improvements, 531
Wilson v. Garcia, 736
Wilson v. Glenwood Intermountain Properties, Inc, 723
Wilson v. Parisi, 332
Winkler v. Chicago School Reform Bd. of Trustees, 481
Wisconsin v. Mitchell, 719
Woda Ivy Glen Limited Partnership v. Fayette County Board of Revision, 269
Woods v. Cloyd Miller Co., 346
Woods Drake v. Lundy, 758
Wright v. Roanoke Redevelopment and Housing Authority, 64, 127, 131, 132, 209
Wygant v. Jackson Board of Education, 646, 654
Yee v. Escondido, 354
Yesler Terrace Community Council v. Cisneros, 388
Yick Wo v. Hopkins, 628, 630, 646, 731
Young v. American Mini Theatres, Inc., 446, 448
Young v. Garwacki, 330
Young v. Harris, 572
Young v. Pierce, 127
Zeugar Milk Co. v. Pittsburgh School District, 439
Zinerman v. Burch, 564
Zonner v. Heritage Hills, Ltd, 395
Zuch v. Hussy, 800, 804–05
Preface to the First Edition
(1981)

Housing and community development programs present fascinating and complex problems for lawyers concerned with the quality of urban life. This book, the first comprehensive treatment of this field in over a decade, presents a systematic overview of these programs and the policy issues they raise. Its authors have brought to these materials a wealth of personal and academic experience, which they hope will enliven its presentation and encourage their colleagues to consider this important area of public concern.

The core of the book is the central chapters on the key housing and community development programs. Chapter 3 considers housing subsidies, and concentrates on the federal housing programs. The chapter is organized by program type, and covers the extensive rental housing assistance programs and the more modest programs subsidizing home ownership. A subsidy matrix at the beginning of the chapter presents the basic policy choices any housing subsidy program must make, and provides an introduction and focus for the program material. A concluding section examines alternatives to existing subsidy programs, and points the way to reexamination and change. Chapter 7 continues and expands this examination of future policy alternatives.

Chapter 4 examines landlord-tenant laws, state and local rent controls, and condominium conversion. It also considers the constitutional due process rights of tenants in subsidizing housing. The focus is on the lower income tenant in the housing market, and program strategies that can strengthen his bargaining position and improve his access to rental housing.

Chapter 5 is the key chapter on community development and revitalization. The opening section examines housing rehabilitation and housing maintenance programs undertaken under local housing codes. The next section considers the theoretical framework for community development. It includes discussion of urban blight as the urban redevelopment triggering concept and targeting issues in community development programs. Federal community development and Urban Development Action Grant programs next receive attention, and the chapter concludes with an examination of displacement problems and the federal Uniform Relocation Act.

Chapter 6 examines problems of race and class, focusing on equal opportunity issues arising under equal protection doctrine and the Federal Fair Housing Act. A concluding section considers growth management and environmental control problems as they affect the availability of housing for lower income groups.

Two introductory chapters raise policy and legal problems common to all of the housing and community development programs. Chapter 1 considers the housing deprivation problem, alternative strategies for a social response to this problem, and the ”right to housing” as a constitutional and statutory protection of access to housing service.
Chapter 2 discusses the legislative and administrative process through which Congress and public agencies formulate housing and community development policy. This chapter also examines the role of the courts in implementing and reviewing housing and community development programs. A final section reviews intergovernmental relationships between federal and local governments.

The casebook makes numerous references to R. Montgomery & D. Mandelker, Housing in America: Problems and Perspectives (2d ed. Michie/Bobbs-Merrill, 1980). This book, a collection of essays and editorial comment on housing and community development policy and programs, provides necessary background material on the issues considered in the casebook. The authors recommend Housing in America for assignment along with the casebook materials. Material in Housing in America that supplements the casebook is indicated when appropriate.

Teachers faced with time limitations can consider a number of alternatives for assigning the materials in this book. The professor who focuses on the key programs will concentrate assignments in the program chapters. The teacher who wishes to provide a broader overview will concentrate on the first two and final chapters with selected assignments from the program material. Coverage of the principal federal programs is possible if the instructor concentrates on public housing, the subsidized rental housing programs, and the federal community development program.

Only selected footnotes from the cases and other reprinted material have been reproduced. These have not been renumbered. Insertions within reprinted materials have been placed in brackets.

References to statutes and federal regulations appear throughout the casebook. A pocket-part statutory supplement containing the major federal housing and community development legislation is also included. No dates are given for citations to federal and state statutes and to the Code of Federal Regulations. These citations are current as of the date of publication. The casebook authors regularly make assignments to the statutes so that students can explore the statutory detail of federal programs. The teacher whose time is limited may prefer to place less emphasis on the statutory material.

A word is in order on the problem of change in this fast-moving area of the law. While change is inevitable, the essential elements of federal housing and community development legislation enjoy remarkable public consensus. Program detail may change, but the critical issues remain and require resolution by any national administration, whatever the specifics of its program strategy. Program changes that require revision will be covered in supplements and in revisions to the statutory material.

The authors welcome you to this challenging area of social concern. It is filled with critical policy and legal issues which society must continue to resolve in the years ahead.

The Authors
Preface to the Second Edition
(1989)

The authors have undertaken the challenge of revising and updating the Housing and Community Development casebook. In doing so the authors have drawn upon teaching experiences in using the First Edition. The book contains the same basic format of the First Edition. It may be surprising to many that the authors determined to shorten the book. Through teaching experiences the authors realized that in some cases the book had more detail than could be effectively handled and which made the book peculiarly susceptible to obsolescence.

The Second Edition is a “core” book. Much of the detail in programs, statutes and regulations—always in a state of flux—has been omitted. Users of the book may wish to supplement its text with handouts of the most recent program detail from the regulations, statutes, or reports from services that report on current developments in the field.

Chapter 1 continues to take a “perspectives approach” to housing and community development matters. It explores major policy issues that frame the consideration of housing and community development issues, problems, and programs.

Chapter 2 looks at the institutional setting in which housing and community development is played out. It considers the way national policy is determined and implemented. It examines the roles of the agencies that implement policy and programs. It analyzes the role of courts as protectors of individual rights and as forums for challenging the execution of programs in ways the advocate believes to be at odds with statutory mandates and constitutional prescriptions.

Chapter 3 continues coverage of major housing approaches, through a Matrix as a principal conceptual and organizing device, and through selected coverage of programs to illustrate attempted solutions. Chapter 3 has been expanded in its coverage of state activity and contains a new section on the role of non-profits in the housing arena. The authors also have included limited treatment of the changes wrought on housing investment and production incentives by the Tax Reform Act of 1986. A cautionary note is in order: the tax material is only introductory in nature.

In Chapter 4 the authors retain material that examines tenant protections and the “consumerism” issues in private, public, and quasi-private “assisted” housing.

The detail with which the Federal community development program is addressed in Chapter 5 has been reduced. Yet sufficient coverage is retained to provide a serious appreciation of the range of possibilities, issues, problems and shortcomings of the Federal programs.

Chapter 6 continues to explore the major problems of access to housing. It examines both governmental duties and limitations as well as protections against discrimina-
tion in the private market. It explores changes made by the 1988 amendments to the Federal Fair Housing Act and some of the intractable issues of attempting to maintain stable racially integrated living environments through various sorts of “managed occupancy” techniques.

Chapter 7, which was entitled: “Policy Alternatives for the Future: Out of the Maze,” has been deleted from the Second Edition. That chapter, as the title suggested, was an attempt to marshal material on possible future directions. Instead, in the Second Edition, coverage throughout the book points to possible future directions—to correct problems in present programs, to make the housing and development effort more effective and complete, as well as, to address problems that are not addressed or not addressed adequately by ongoing programs.

Some of the authors teach the course in a seminar format which allows students to pursue additional depth on the topics covered through individual research papers. Others have taught from the casebook in a regular classroom format, sometimes with the option of student papers which explore specific topics in greater depth for extra credit. Indeed, one co-author teaches the course as a housing discrimination class commencing with Chapter 6, and proceeding through the chapters emphasizing social equity and discrimination issues and applications.

The materials in the casebook are edited for student use. Accordingly, state cases cite only unofficial reporters. United States Supreme Court cases cite only United States Reports. In reproducing cases and other matter, the authors have not noted with elisions when material has been deleted, except in instances when clarity requires elisions, for example, when part of a sentence has been deleted. Also, in reproducing cases and other material, many citations and all string citations have been deleted, except when, in our judgment, the citations were especially pertinent. In a similar vein, most footnotes in all materials have been deleted without notation. When footnotes are included, their original numbering has been retained.

The casebook does not contain reproduction of the statutory or regulatory materials which may be cited, except when a particular excerpt is being discussed. The authors found that it was necessary to reproduce pertinent current materials on a yearly basis at the time the courses were taught to be sure the most current materials were available. The authors commend that course to others. Current materials, both statutes and regulations, can generally be found in the four volume Housing and Development Reporter, published in loose leaf form and updated bi-weekly by Warren, Gorham & Lamont, Inc., 210 South Street, Boston, Massachusetts, 02111. Congressional, executive and other governmental developments are reported on a weekly basis in Housing Affairs Letter, published in newsletter format, by CD Publications, 8555 16th Street, Suite 100, Silver Spring, Maryland, 20910. Periodically, however, resort to current versions of the Code of Federal Regulations will be required. For new, pending or proposed regulatory changes the Federal Register may need to be consulted.

As with the First Edition, the authors continue to welcome you to this challenging area of social concern. The critical policy and legal issues continue to demand attention for the years ahead.

The Authors
Preface to the Third Edition
(1999)

Again we have undertaken the challenge of revising and updating the Housing and Community Development text. This Third Edition continues the basic format of prior editions.

Although the exact content that should comprise “housing and community development” as a discipline might be regarded as unsettled, if not unstable, the concept of a “core” book has worked reasonably well for nearly two decades. We continue that concept in the Third Edition. We have continued to emphasize broad themes and to omit much of the detail in programs, statutes, and regulations—which are always in a state of flux. For users of the book who choose to focus on more specific aspects of a policy or program, we still recommend supplementing the text with handouts of the most recent program detail from the regulations, statutes, or reports from services that cover current developments in the housing and community development field.

Chapter 1 continues to take a “perspectives approach” to housing and community development issues, problems, policies, and programs. This chapter highlights some of the basic policy issues that frame the choices that are available to policy makers and advocates.

Chapter 2 examines the institutional setting in which housing and community development is played out. It considers the context in which national policy is determined and implemented. It explores the roles of the agencies that implement policy and programs. It analyzes the role—powers and limitations—of courts as protectors of individual rights and as forums for challenging the execution of programs in ways the advocate believes to be at odds with constitutional requirements or statutory mandates.

Chapter 3 continues coverage of major housing approaches, through a Matrix as a principal conceptual and organizing device, and through selected coverage of programs to illustrate attempted solutions. Chapter 3 has expanded coverage in this Third Edition by adding coverage of the Federal response to homelessness.

Chapter 4 continues to examine tenant protections and the “consumerism” issues in private, public, and quasi-private “assisted” housing. We have added coverage of the intractable and special problems of and response to drug activity in public housing.

Chapter 5 continues to cover the legal and policy origins and underpinnings of community revitalization. It continues to examine the broad outline of the Federal community development program.

Chapter 6 continues to explore the major problems of access to housing, although its title has been changed to “Fair Housing” to more clearly reflect the dominance of the statutory protections against housing discrimination and the concomitant demise of constitutional grounds in the most frequently occurring instances of discrimination. It has
been reorganized to highlight themes of governmental duties, on the one hand, and protections in the marketplace, on the other. It expands the topics to include coverage of protections for families with children, persons with disabilities, and on the basis of sex. Coverage is added on discrimination in financing and lending.

We continue to believe that this “coursebook” is adaptable for diverse course formats: (a) seminars that allow consideration of selected topics through in-depth research papers; (b) writing courses that permit or require additional coverage through the preparation of papers that have varying characteristics; (c) “problem oriented” discussion and analysis small-section courses; (d) regular classroom courses with Socratic dialogue and discussion; (e) specialized courses focusing on a particular or limited set of topics, such as housing programs (emphasizing Chapters 1 and 3), community development (emphasizing Chapters 1 and 5), or fair housing (emphasizing Chapters 1 and 6); as well as (f) interdisciplinary courses, for example, law and planning or law and public policy.

The materials in the casebook are edited for student use. Accordingly, for state cases we cite only unofficial reporters. For United States Supreme Court cases we cite only United States Reports. In reproducing cases and other matter, we have not noted with elisions when material has been deleted, except in instances when clarity requires elisions (for example, when part of a sentence has been deleted). Also, in reproducing cases and other material, many citations and all string citations have been deleted, except when, in our judgment, the citations were especially pertinent. In a similar vein, most footnotes in all materials have been deleted without notation. When footnotes are included, their original numbering has been retained.

When we cite Federal statutes (especially those enacting programs discussed in the book), we have cited the current official reporter—United States Code (U.S.C.), except when otherwise noted. We do not normally include dates on statutory cites unless the date is pertinent to the discussion. For the Code of Federal Regulations we have noted the version that we have cited. Generally that will be the 1998 version, except when historical materials are cited, in which case the date of that regulation is cited. In reprinted cases, articles, and other materials, we have left the citation form as it appears in the original work.

We have not reproduced in the book statutory or regulatory material that we cite, except when a particular excerpt is being discussed. Statutory and regulatory materials change frequently (even when the substance in carried forward—as is frequently the case with the Code of Federal Regulations). We have found that annual preparation of supplements containing current statutes and regulations is advisable to assure that these materials are up-to-date. We recommend that course to others. Current materials—statutory, regulatory, and political developments—can be found in the multi-volume Housing and Development Reporter, published in loose leaf form and updated weekly by West Group, 610 Opperman Drive, Eagan, MN 55123-1396 (800-728-4880). Congressional, executive, and other governmental developments are reported weekly in Housing Affairs Letter, in newsletter format, by CD Publications, 8204 Fenton Street, Silver Spring, Maryland, 20910 (301-588-6380). Periodically, however, one must consult current versions of the Code of Federal Regulations for current program regulations. For new, pending or proposed regulatory changes the Federal Register will have to be consulted.

As with the First and Second Editions, we continue to welcome teachers and students to this challenging area of social concern and political activity. The critical policy questions and legal issues continue to demand attention for the years ahead.

The Authors
Preface to the Fourth Edition
(2010)

The Fourth Edition presents a fresh and comprehensive look at housing and community development law and policy with full coverage of the foreclosure crisis and its aftermath, exploring housing policies and neighborhood revitalization strategies to address the new urban reality. It also discusses the issue of sustainability and the relationship between community development, housing, and climate change. The book contains materials covering housing policy and litigation; tenants rights in the private and public spheres; urban redevelopment, including a comprehensive look at \textit{Kelo v. New London}, including its setting and aftermath; and a completely revised section of the book covering neighborhood investment and revitalization. The materials on fair housing and discrimination reflect many recent debates, including school desegregation, affirmative action, subprime and other variations of predatory lending, and other issues touching on race, class, national origin, gender, disability, and discrimination against families with children.

We believe the edition is being published at the perfect time to debate the exciting current urban, suburban, and rural issues of housing, transportation, and community design and development. The Fourth Edition continues the basic format of prior editions.

Chapter 1 continues to take a “perspectives approach” to housing and community development problems and programs. Special attention is paid to the 2007–2010 housing market collapse and resultant foreclosure crisis, as well as the persistent problem of homelessness and international perspectives on the “right to housing” debate. This chapter highlights some of the basic policy issues that frame the choices available to policy makers and advocates.

Chapter 2, discussing the legislative process, the administration of federal programs, the litigation of housing and community development issues, the intergovernmental workings in the field, including the relation of states, the federal government, and private developers and stakeholders.

Chapter 3 has been reorganized to focus greater attention on responses to the foreclosure crisis and on the distinguishing characteristics of demand side and supply side programs, as well as direct and indirect subsidies. The Matrix of Subsidy Alternatives, which remains the principal conceptual and organizing device for the chapter, has been modified by revising the examples to reflect representative 2010 cost estimates and by adding additional programs such as the Low Income Housing Tax Credit and the newly authorized National Affordable Housing Trust Fund. Major housing approaches are discussed, with special emphasis on federal initiatives. The HOPE VI program, which was introduced in the Third Edition, receives expanded coverage in this edition. State and local programs also are discussed. Emphasis is on current programs, housing policy after the mortgage crisis, and includes governmental policy responses.
Chapter 4 continues to examine tenant protections and the “consumerism” issues in private, public, and quasi-private “assisted” housing. Coverage reflects the intractable and special problems of and response to drug activity in public housing.

Chapter 5 has been substantially expanded in several respects, while retaining its focus on the federal, state and local legal mechanisms by which community development and revitalization activities may enhance and compromise the quality of life in U.S. communities. The chapter attends to two important themes: (1) the vigorous embrace by state and local governments for programs of tax incentives, direct financial assistance, and regulatory relief, by which to promote and capture economic growth, and (2) an equally vital and diverse movement of grass-roots and policy advocates engaged in development projects and policies to assure that low-wealth communities share in direction and resulting benefit from public expenditures for community development. New material in the chapter includes contemporary legal approaches to reclaim depopulated urban neighborhoods; the coordination of public and private investment in urban, rural, and disaster-stricken areas; and a new section on the powers, justifications and contested limits of governmental takings for economic development projects. Chapter 5 concludes with emerging issues in “sustainable community development,” including transit policy, ‘green’ building, and community benefits/equitable development theory and practice. The chapter continues to cover the legal and policy origins and underpinnings of community revitalization. It continues to examine the broad outline of the Federal community development program. The Fourth Edition explores housing policies and neighborhood revitalization strategies to address the new urban reality. It also discusses the issue of sustainability and the relationship between community development, housing, and climate change. The new and extensive materials on urban redevelopment includes a comprehensive look at \textit{Kelo v. New London}, including its setting and aftermath and the dilemma of utilizing redevelopment for economic development goals and its need for densification, brownfield redevelopment, infill development, and the need to modernize transportation. The chapter includes a completely revised section covering neighborhood investment and revitalization.

Chapter 6 continues to explore the major problems of fair housing, reflecting the dominance of the statutory protections against housing discrimination and the concomitant demise of constitutional grounds in the most frequently occurring instances of discrimination. It has been reorganized to highlight themes of governmental duties, on the one hand, and protections in the marketplace, on the other. It expands the topics to include coverage of protections for families with children, persons with disabilities, and on the basis of sex. Coverage is added on discrimination in financing and lending. The materials reflect many recent debates, including school desegregation, affirmative action, sub-prime and other variations of predatory lending, and other issues touching on race, class, national origin, gender, disability, and discrimination against families with children.

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