

# Roadmap for Equitable Economic Development

EXPANDING THE TOOLKIT OF THE  
COMMUNITY DEVELOPMENT MOVEMENT

Supported By:



A report prepared for the Association for  
Neighborhood and Housing Development

PREPARED BY LARISA ORTIZ ASSOCIATES  
WITH PUBLIC WORKS PARTNERS





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## acknowledgments

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The **Association for Neighborhood and Housing Development (ANHD)** is a membership organization of New York City non-profit neighborhood housing groups. Our mission is to ensure flourishing neighborhoods and decent, affordable housing for all New Yorkers. We pursue this mission by supporting the programs and advancing the priorities of our member organizations engaged in community development.

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- Beulah HDFC Inc.
- Fordham Bedford Housing Corporation
- MBD Community Housing Corporation
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- University Neighborhood Housing Program
- West Bronx Housing and Neighborhood Resource Center
- Women's Housing & Economic Development Corporation (WHEDCO)

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- Astella Development Corporation
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- Ridgewood Bushwick Senior Citizens Council, Inc.
- Southern Brooklyn Community Organization
- St. Nicks Alliance
- UPROSE

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- Clinton Housing Development Company
- Community Access
- Community Assisted Tenant Controlled Housing, Inc. (CATCH)/Parodneck Foundation
- Community League of the Heights
- Cooper Square Committee
- Cooper Square Mutual Housing Association
- Ecumenical Community Development Organization (ECDO)
- Goddard-Riverside Community Center
- Good Old Lower East Side (GOLES)
- Harlem Congregations for Community Improvement (HCCI)
- Hope Community Inc.
- Housing Conservation Coordinators
- Housing Court Answers
- Lott Community Development Corporation
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- New Destiny Housing Corporation
- Northern Manhattan Improvement Corporation
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- Senior Housing Resource Corporation And The Community Agency For Senior Citizens, Inc.

# Forward

FROM THE ANHD ECONOMIC DEVELOPMENT COMMITTEE

Over the past year, the ANHD Board and member groups have engaged in conversations about next steps for the community development movement, asking how our movement can strategically apply the core strengths and current interests of our groups to better meet the needs of our communities. The principal theme of this paper— that our movement can build on our affordable housing experience and encompass a fuller vision of community development that embraces economic development - comes as we are adjusting to the evolving dynamics of our neighborhoods and our city. But an important secondary theme is that our movement is poised to redefine economic development in a way that thoroughly touches and improves the lives of every resident, be it through job creation, industrial development, commercial development, business improvement, or workforce training, in every neighborhood of this city and for all income levels.

New York City is one of the places where the community development movement originated and where our groups have had a remarkable impact. Over the past three decades, ANHD's nonprofit community-based member organizations have directly built over 100,000 units of affordable housing and delivered high-quality services that have helped stabilize individuals and communities in the neighborhoods that were most devastated by years of disinvestment and neglect. Through strategic grassroots organizing, these same groups have worked building-by-building and block-by-block to preserve decent housing and build effective civic infrastructure and, collectively, led an activist movement that shaped the affordable housing policy landscape of our city to create over 300,000 subsidized units of affordable housing.

ANHD members have shown again and again that a neighborhood is stronger and more resilient if it has the tools to respond to ongoing challenges. Our groups combine important strengths into an ongoing effort: they are focused on local development and land-use opportunities in order to build much-needed bricks-and-mortar infrastructure; they provide high-quality individual and community services that are accountable to the local residents; and their activist-movement-based approach gives them the tools to engage local leadership and create the civic infrastructure to shape the landscape of the city-wide policy debate.

In many ways, ANHD groups have been practicing “comprehensive community development.” But, our movement has not applied a similarly

systemic, grass-roots based, multi-tiered framework to our non-housing efforts on a citywide level. The absence of this framework is notable in the area of economic development, which often came up in discussions over the past year because so many ANHD groups are, in some way, currently engaged in that work.

Equitable economic development can include many different strategies. In this report, Larisa Ortiz Associates places that work into three categories: place-based efforts that include commercial revitalization and expanding the base of quality light-manufacturing and industrial jobs through land use advocacy and sectoral support, workforce training that provides skills and placement for quality jobs, and city-wide advocacy to shape the policy landscape.

ANHD groups and the community development movement they represent bring a core framework that can push forward City economic development to address community needs. Our strengths in housing already align with the economic development approaches. Our local land-use and place-based focus coupled with bricks-and-mortar capacity leads us to work effectively on zoning for quality jobs and commercial revitalization efforts and to build the infrastructure that will be needed, our experience in providing services that truly meet the needs of our community enable us to deliver individual job training and placement services that are especially high quality, and our local civic leadership and activist-movement-based focus enable us to mobilize our neighborhood to demand long-term accountability by decision makers.

As one ANHD group said, “We have developed a great set of tools for affordable housing. It is time for us to expand those tools and more completely address other issues, like economic development and the lack of quality jobs, which deny equal opportunity to our neighborhoods.”

We look forward to continuing this discussion to enhance the work of our movement so we have a greater impact on the neighborhoods for which we work.

#### **ANHD Economic Development Committee**

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# introduction

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This report catalogues the expanding role of community development organizations — specifically the growing role they play in neighborhood economic development.

For nearly 40 years the Association for Neighborhood and Housing Development (ANHD) has supported neighborhood housing groups in their mission to improve communities through the creation of safe, affordable housing options for New York City residents. ANHD members have been an active and effective part of the community development movement while working with government programs to build over 100,000 units of affordable housing in the last 25 years alone.

Establishing safe and affordable housing options for low-, moderate-, and middle-income people will always remain the fundamental mission of community development. But, increasingly, community development organizations are capable of engaging in a wider variety of comprehensive community development activities. ANHD members are among those leading this charge, pursuing multi-disciplinary approaches to strengthening their communities.

This report catalogues the expanding role of community development organizations — specifically the growing role they play in equitable economic development. It also lays out a blueprint for how ANHD can advocate for policies and resources that will support equitable economic development as an integral component of locally-driven community development efforts.

For the purposes of this study, equitable economic development is defined as the grassroots efforts by community organizations to improve neighborhood conditions through support for job creation, small business development, and employment readiness. This is typically in the form of:

- incentives that support small businesses' operations or capacity;
- physical or aesthetic improvements to local commercial corridors and industrial/manufacturing zones to make them more attractive or accessible;
- advocacy for land use and regulatory policies that support industrial retention and growth; and
- workforce training that provides skills for jobs in various fields.

Historically, these activities have been seen as separate and distinct from community development—a term that traditionally has been synonymous

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This City is a patchwork of neighborhoods, each with different nuances, needs and identities, and no single set of solutions will work for each one.

with housing development. But, increasingly, community development professionals and the organizations they lead are embracing economic development activities as strategies to support overall community health.

This increased focus on economic development as a community development strategy comes at a time of persistent and growing economic inequality – and the social consequences that it creates - in New York City; there are increasingly few job opportunities for working families in between higher-paying professional jobs and low-end service sector jobs. The ability of the community development movement in New York City to build sustained activism for equality and justice on housing issues has been notable, with community groups not just building the affordable housing, but also actively engaging their members in a movement that sets the policy agenda for affordable housing. As one ANHD member said, “We have developed a great set of tools for affordable housing. It is time for us to expand those tools and more completely address other issues and systems, like economic development and jobs issues, that deny equal opportunity to our neighborhoods.”

Despite a growing number of Community Development Corporations (CDCs) and similar grassroots groups participating in equitable economic development activities, City policies and resources do not offer sufficient support for this work. In order to update City policies and allocate appropriate resources to these efforts, we must emphasize that community development includes equitable economic development efforts. This is because for many professionals in the field, community development is synonymous with housing production. The time has come to expand that limited definition. Advocating for a cohesive policy framework does not suggest that a one-size-fits-all approach to community development exists. This City is a patchwork of neighborhoods, each with different nuances, needs and identities, and no single set of solutions will work for each one. Yet our findings suggest opportunities where strong leadership and advocacy is needed to ensure that communities have the resources and capacity required to address neighborhood economic development needs. This report will begin to highlight these shared concerns and provide a vision and framework for how ANHD can address those issues.

# research methodology

In April 2013, the Association for Neighborhood and Housing Development (ANHD) engaged Larisa Ortiz Associates (LOA) and Public Works Partners to conduct a needs analysis of its members and ascertain the intensity of their growing interests in equitable economic development activities as part of an expanding approach to community development. This study sought to highlight the role that equitable economic development plays in community development; map the landscape of neighborhood economic development activities and resources in New York City; and identify the prominent successes, challenges, and needs of organizations engaged in economic development work.

## PURPOSE OF THIS STUDY

This study deepens ANHD's, and its members', understanding of their equitable economic development activities, needs, and interests in order to identify gaps in resources and knowledge. The findings inform a series of next steps needed to position the community development movement as a key force in shaping citywide economic development policy. Lastly, this study serves as a first step in defining a clear and concise role for ANHD as an institutional intermediary and as a champion of a growing movement working toward a more comprehensive and multidisciplinary approach to community development.

This assessment will address the needs of its members from two perspectives: (1) what ANHD can do to support its members' equitable economic development activities; and (2) what successful equitable economic development activities and programs community development organizations can look to as models for their programs.

Additional research into the full range of programmatic activities and best practices within the city and elsewhere may be helpful as a second phase of this project.

As part of this study, the consultant:

- Interviewed 16 **key policymakers and stakeholders**, including leaders of community development organizations engaged in economic development;
- Performed a scan of **best practices** nationwide, including four (4) in-depth case studies on leading organizations in the field who have effectively executed economic development initiatives and demonstrated strong outcomes; and
- Developed and distributed a **needs assessment survey** to ANHD members to gain a broader perspective on the needs, challenges, and positive outcomes of member organizations engaged in economic development activities.

# project background

## COMMUNITY DEVELOPMENT—A CHANGING PARADIGM

Community development encompasses a broad array of activities that also includes economic development. However the housing and economic development fields have historically remained siloed from one another. In New York City, Community Development has in practice been defined by affordable housing preservation, production, finance, and advocacy. There are many reasons for this; housing addresses a fundamental human need and delivers outcomes that are both demonstrable and measurable, crucial factors in an era when both public and private sector partners seek a visible return on investment. For decades, community development organizations in New York City have led the effort to build exceptional housing while advocating for strong citywide policies to support those efforts.

A number of ANHD member organizations have pursued equitable economic development since their inceptions. For others, the expansion into the area is an outgrowth of their success in housing production. This expanded mission has recognized that the next step in neighborhood improvement after housing requires investments in the people and the businesses that make a local economy tick. However, our research suggests that the community development movement in New York City struggles to lead in undertaking equitable economic development activities. The movement is often hampered by the



limited resources available for this work, as well as few opportunities to learn from peers in other organizations. As a result, many practitioners are forced to reinvent the wheel as each attempts to grow its circle of influence beyond housing production.

Many groups also feel that New York City lacks a broad and consistent grassroots base to advocate for an equitable economic development vision. There are many well-respected and effective organizations that advocate for a specific issue within the economic justice sphere, but none bring together the broad array of policy issues with consistent grassroots-based policy advocacy.

There have been some promising actions at the Federal level, including HUD's Choice Neighborhoods and Promise Neighborhoods

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“ Struggling schools, little access to capital, high unemployment, poor housing, persistent crime, and other challenges that feed into and perpetuate each other call for an integrated approach so residents can reach their full potential. ”

#### WHITE HOUSING NEIGHBORHOOD REVITALIZATION INITIATIVE WEBSITE

programs. Both of these programs signal a dynamic and fundamental shift in the field of community development, one that breaks significantly from previous public policy emphasis on housing development to an approach that integrates business and job creation, as well as education, and healthcare.

These are not new shifts. The Model Cities Program, begun by the Johnson Administration in 1966, emphasized coordination among local stakeholders and a comprehensive approach to urban development. But the program was short-lived. Following the 1968 riots in Washington, D.C., Baltimore, Chicago, and elsewhere, new legislation was passed that redirected the emphasis of Federal programs back to housing with a variety of initiatives and financing programs. Model Cities came to an end in 1974, and Federal community development policy has since been primarily focused on the production of subsidized

housing for low-, moderate-, and middle-income families.

In the 1990's, a new experiment in comprehensive community planning was attempted in the South Bronx, entitled the Comprehensive Community Revitalization Program (CCRP). The story of CCRP, chronicled by Anita Miller and Tom Burns in "Going Comprehensive: Anatomy of an Initiative That Worked," recognizes that the program helped establish a new paradigm in community development—one that did not emphasize bricks and mortar, but rather focused on directly addressing some of the economic and social factors contributing to poverty in low-income communities.

In New York, ANHD members already provide an array of complementary services to their constituents that are multi-disciplinary and support improvements to the business environment (for both industrial and traditional commercial and retail businesses) as well as investments in people through workforce

training and job placement. Our study identifies three key areas of community-led activity under the general umbrella of equitable economic development, reflected in the organization of our report:

- **Business Environment and Business Services.** Improvements to the business environment and direct technical assistance to businesses that ensure that they are equipped to grow and support their communities while also providing jobs to local residents. These activities are further categorized by distinctions between industrial and manufacturing businesses and those dominated by commercial and

retail businesses, categorizations that are further circumscribed by underlying zoning regulations and land use policy.

- **Workforce development.** Investing in a community’s human resources through skills training and job placement to ensure that local residents are best positioned to fill the positions needed by local businesses.
- **Advocacy.** Grassroots organizing that establishes momentum and a favorable policy environment that ensures the necessary resources and political support are available for equitable economic development activities.

EQUITABLE ECONOMIC DEVELOPMENT ACTIVITY PROGRAM AREAS



## key findings

This report identifies a number of themes and challenges raised by ANHD's member organizations – specifically those engaged in economic development activities. First, equitable economic development has often been distinct from housing production. Second, economic development policy, particularly during the last two decades, has traditionally been approached in a top-down manner, prioritizing large-scale real estate development rather than incorporating community-led initiatives in neighborhoods, leaving few resources available for locally-driven initiatives. (This also runs counter to the ethos of the bottom-up approach inherent in the community-development model.) Third, economic development planning, funding and activities have largely remained a City-led function, rather than being dispersed and controlled at the local level. Finally, since Federal CDBG funds are currently the primary funding source for locally-driven equitable economic development and these resource have typically been allocated directly to City agencies, there has been little left over for communities to access the resources they need for grassroots economic development efforts. As the community development field evolves, addressing and correcting for these challenges will help ensure that low- and moderate-income communities have the tools and resources they need to plan for and execute locally-driven community development.

### NO CITYWIDE ADVOCATE OR COLLECTIVE VOICE FOR EQUITABLE ECONOMIC DEVELOPMENT

The affordable housing field has had a track record of success in securing the necessary resources and deploying the right tools to produce housing, including, for instance, a variety of state and federal tax credits and incentives, public land disposition, and affordable housing set-asides. The hard-fought battles that resulted in these tools, resources and policies have been the result of significant grassroots organizing, led in part by organizations like ANHD. As community organizations now seek to expand into non-housing activities, community development

practitioners are poised to put their well-honed advocacy skills to use in support of additional resources and new policies that reflect the growing capacity of this sector to tackle a wider array of neighborhood improvement activities.

This increased focus on economic development as a community development strategy comes at a time of persistent and growing economic inequality – and the social consequences that it creates - in New York City; there are increasingly few job

opportunities for working families in between higher-paying knowledge economy jobs and low-end service sector jobs. The ability of the community development movement in New York City to build sustained activism for equality and justice on housing issues has been notable, with community groups not just building the affordable housing, but also actively engaging their members in a movement that actively sets the policy agenda affordable housing. As one ANHD member said, “We have developed a great set of tools for affordable housing. It is time for us to expand those tools and more completely address other issues and systems, like economic development and jobs issues, that deny equal opportunity to our neighborhoods.”

The most resounding feedback from ANHD members was concern about the lack of a dedicated equitable economic development advocate among community organizations within New York City; 77% percent of survey respondents indicated that this was a major

or critical challenge in executing economic development initiatives. A strong advocate can organize and communicate the needs of community development practitioners and demand a consistently equitable economic development policy from City, State and Federal agencies. As funding has dwindled in recent years for community development organizations and locally-driven equitable economic development activities, there has been notably little resistance. There has also been little acknowledgement of the impact of these cuts on local communities, despite the fact that 79% of survey respondents indicated that funding difficulties were a major or critical challenge in program execution. The lack of a strong advocate putting forth a compelling rationale for investment in equitable economic development has allowed funding cuts, including the elimination of city tax levy dollars and the reduction of Federal CDBG funding for neighborhood-led planning efforts, to occur with little resistance.

## COMMUNITY DEVELOPMENT ACTIVITIES AND FUNDS ARE FRAGMENTED AMONG A VARIETY OF CITY AGENCIES

Economic development activities at the City level are led by a variety of agencies. ANHD members indicated fragmentation and a certain lack of coordination among agencies, as well as confusion as to which City agency should be approached as a partner and when. In fact, 80% of survey respondents indicated that the fragmentation among city agencies was a moderate, major or critical challenge in the execution of their economic development initiatives.

Two agencies are charged with addressing economic development at the City level: the NYC Department of Small Business Services (SBS) and the NYC Economic Development Corporation (NYCEDC). NYCEDC typically manages and executes large projects throughout the five boroughs. Under the Bloomberg Administration, NYCEDC’s role has been critical to efforts to advance

large real estate projects like Hudson Yards, Willets Point, Seward Park and Atlantic Yards. SBS focuses on small businesses assistance, largely through Business Solutions Centers and the city's 67 Business Improvement Districts (BIDs). It also coordinates adult workforce training policy and activities for New York City, including managing the City's Workforce1 Career Centers.

Funding for economic development activities is also split among a variety of public sources. The vast majority comes from the City, primarily through the Avenue NYC program administered by SBS. Seventy-seven percent of survey respondents receive funding for economic development activities from the City, followed closely by the State at 73% (many mentioned the Brownfield Opportunity Act), and 26% from Federal sources such as the Department of Commerce, Small Business Administration, and HUD's/ Federal Community Development Block Grant (CDBG).

## GROWING INSTITUTIONAL CAPACITY AT THE NEIGHBORHOOD LEVEL

Previous attempts at neighborhood-led economic development were made in the 1980's, including the City's Commercial Revitalization Program through the NYC Department of City Planning. The programs focused primarily on physical improvements such as remodeled storefronts, upgraded sidewalks and roads, and street amenities. In many instances, these improvements were made without a dedicated funding source to maintain the capital improvements over time. In retrospect, many stakeholders now acknowledge that this lack of sustainable resources caused many of the improvements to fall into disrepair and become eyesores.

Community development organizations have evolved; many have seen great success in housing development in the last two decades. Several are now looking for new ways to build on their successes and advance additional community improvement objectives from

other angles. The time is ripe as a number of community development organizations now have housing portfolios that produce earned income which help lessen the gap left by reductions in public funding in order to advance equitable economic development initiatives. In fact, we found that the organizations with earned income and real estate holdings have some of the most robust equitable economic development programs in the City.

Another notable change in the institutional landscape is the growth in BIDs. (New York's 67 BIDs comprise the largest, most comprehensive network in the United States.) Many community organizations, especially in the outer boroughs, have successfully pursued their creation in an effort to create a dependable funding stream and on-the-ground organizational capacity for locally-defined economic development

activities. While there is some difference of opinion among community development professionals as to the role that BIDs play as agents of neighborhood change, the Bloomberg Administration has been very supportive of this effort overall. As a result BIDs have become an increasingly popular mechanism to advance commercial district improvements and management. However, BIDs are one of several mechanisms to carry out local economic development efforts. In communities where a BID has not been created or is not appropriate given the local context, merchants associations and chambers of commerce often serve their communities similarly.

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“ The City’s housing policies and economic development policies are often at odds. Existing manufacturing and semi-industrial jobs are often swept away to prepare sites for market rate housing development. ”

ANHD MEMBER COMMENT

## CITY POLICY HAS RESULTED IN THE LOSS OF INDUSTRIAL LAND THROUGH REZONING EFFORTS

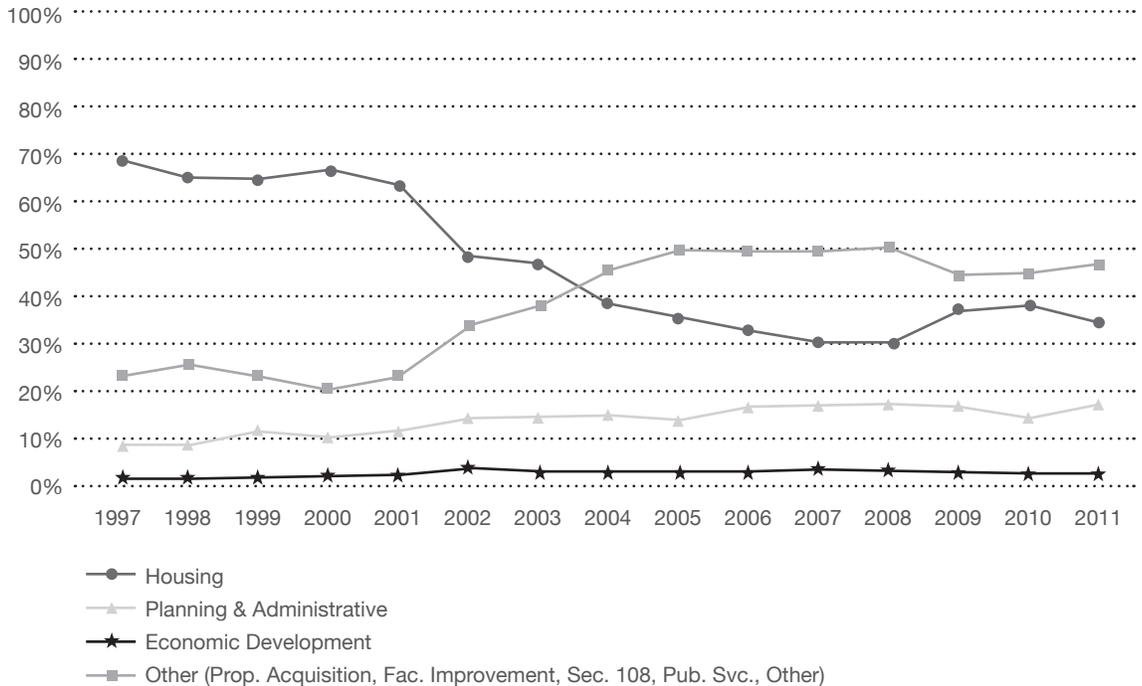
Under the Bloomberg Administration, the Department of City Planning has undertaken one of the largest efforts to reorganize the city’s land use in nearly a century. To date, the Administration has advanced 120 rezonings encompassing 37% of the city’s land, resulting in a greatly expanded residential footprint. One criticism of these rezonings is that they come at the expense of industrially zoned land, where many small businesses continue to provide solid middle-class jobs. A quarter of rezonings from 2003 to 2008 changed industrially zoned land to residential, commercial, or mixed use; none of the rezonings designated new manufacturing land. If all of the planned rezonings from the Bloomberg Administration are executed, New York City will have lost 20% of its manufacturing-designated land. This loss of land for industrial businesses puts pressure on new or remaining firms with viable jobs who compete in a vastly more expensive real estate landscape. Some community development organizations have been addressing or are beginning to address industrial/manufacturing retention, and could potentially benefit from a stronger integration into the community development agenda. Going forward, it will be critical for community development advocates to insist upon a zoning agenda that promotes both equitable housing options and job opportunities.

## COMMUNITY DEVELOPMENT FUNDING DEPRIORITIZES EQUITABLE AND LOCALLY-DRIVEN EQUITABLE ECONOMIC DEVELOPMENT

The most significant funding source for community development in low- to middle-income neighborhoods is the Federal Community Development Block Grant (CDBG) program. Nationwide, the CDBG program is used for a variety of activities aimed at creating “viable communities” through

support for housing, public facilities and infrastructure, economic development and planning, among other key areas. In New York City, CDBG has been used predominantly to support housing production, understandably so given the nature of the NYC housing crisis.

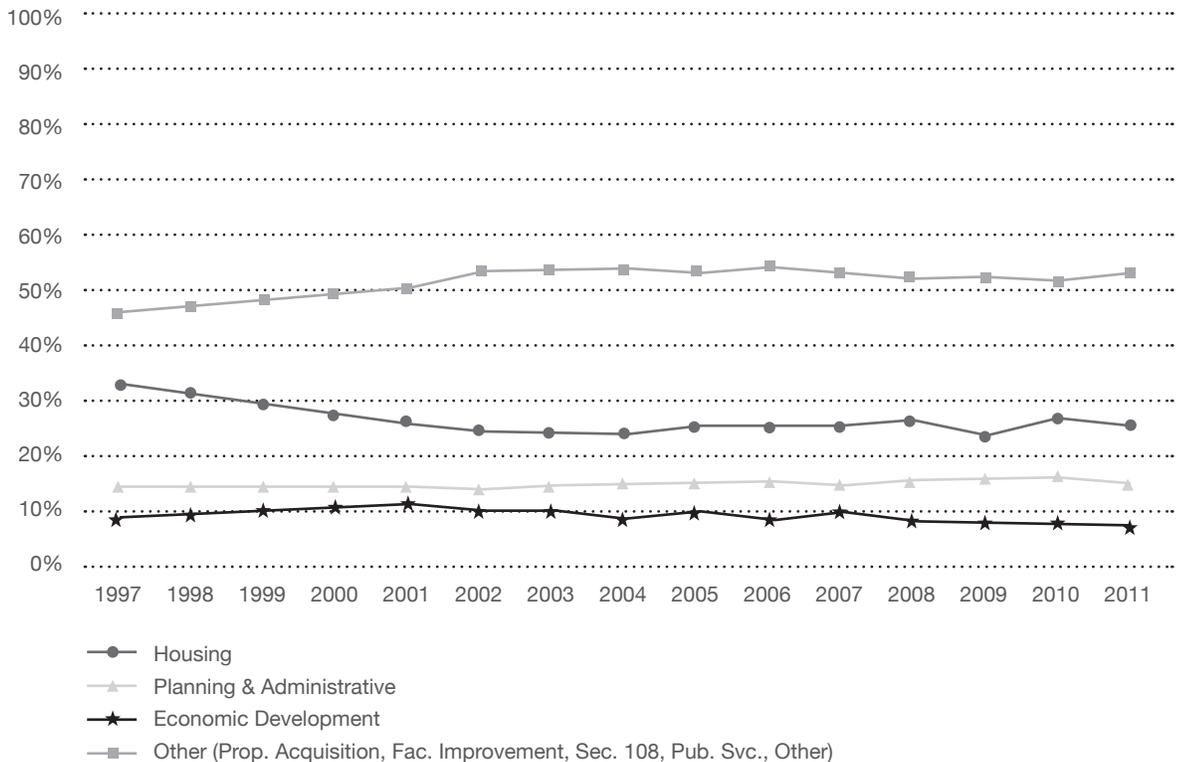
NYC CDBG ALLOCATION, 1997-2011



Source: NYC Independent Budget Office, HUD

A consideration of 2011 NYC CDBG funding allocation makes clear the City's policy emphasis on Housing related activities, particularly when compared to the national average. In 2011, the City spent 34.3% of its allocation to housing, versus 24.8% for the National average. On the other hand, spending on Economic Development falls significantly below the National average, 2.1% of the City's allocation versus 7.3% national average. An analysis of CDBG allocations from 1997 to 2011 further underscores this long standing trend.

### NATIONAL CDBG ALLOCATION, 1997-2011



Source: NYC Independent Budget Office, HUD

Looking ahead, many anticipate a shrinking pot of Federal CDBG dollars, which will likely heighten competition among community groups for the redistribution of monies at the City level. This anticipated challenge only serves to reinforce the need for a strong

voice to advocate for varied and diversified funding streams and innovative funding models, including New Markets Tax Credits and funding leveraged by the Community Reinvestment Act.

## FUNDING ALLOCATION DECISIONS HAVE RESTRICTED FUNDING FOR LOCALLY-DRIVEN PLANNING EFFORTS

Federal guidelines restrict the use of CDBG funds that may be spent towards Planning and Administration activities to 20% annually. In New York City these dollars have historically been awarded to the Department of City Planning and the Department of Housing and Preservation – in part to support the City’s significant rezoning effort. Planning and Administration funds have been eliminated from the SBS budget, specifically the City’s Avenue NYC program. In recent years, the agency has not been able to fund the formation of new BIDs or equitable economic development planning; no other funding source for neighborhood-based economic development planning, aside from that generated by the City’s growing network of BIDs has been secured. The inability to fund planning efforts for BID formation was cited by some ANHD members as particularly problematic. While BIDs remain controversial for some community development practitioners, many community organizations (including some ANHD members) and merchant groups continue to see their formation as a key strategy to fund locally driven equitable economic development efforts.

In a simultaneous blow to the Avenue NYC program, in Fiscal Year 2010, nearly \$1 million in city funding was cut from the program by the City Council—a 33% decrease that left only CDBG dollars left in the pot. Because City tax levy funds do not have the same stringent income requirements as CDBG dollars, the Avenue NYC Program was now largely restricted to low, moderate-, and middle-income communities; in the past, it had served a broader constituency and many more neighborhoods throughout the city. This has made equitable economic development in mixed-income neighborhoods more challenging since the official *median income* often does not accurately reflect local economic conditions. As a result, many mixed-income neighborhoods, with significant low-income populations that might have taken advantage of Avenue NYC funds are no longer eligible because their median incomes were slightly above the threshold required by CDBG.

## LACK OF KNOWLEDGE-SHARING OPPORTUNITIES

Many organizations that are considering expansion into equitable economic development lack knowledge about successful strategies and the potential resources that exist. While SBS has spearheaded a number of capacity building activities—most significantly the Coro Neighborhood Leadership Program, which trains emerging and established commercial district practitioners in leadership and skills—there is no central repository or easy place to learn about the tools and resources needed to succeed in the field. And while the City has attempted to provide training for equitable economic development practitioners – aside from the Coro program, the efforts have been piecemeal or ad hoc.

Many organizations also suggest there are few opportunities to learn from other similar non-profit organizations, whether from their ANHD peers or through networking, training and conferences at the regional and national levels. As a result, many groups indicated the need to “reinvent the wheel” when developing economic development programs and initiatives. While there was less agreement on whether more knowledge sharing opportunities would be useful to their organizations, those organizations that had sought out models from other organizations felt satisfied and informed by their research practices and findings.

## best practices: lessons learned

A key component of this report includes a review of over a dozen national and New York-based examples of combined economic development and community development efforts by a variety of non-profit organizations and public sector agencies. A scan of the national landscape revealed a number of equitable economic development efforts that have been widely regarded as best practices in the field, and which can also be used to address the current challenges for New York City's landscape of community development organizations. Three programs outside of the City were selected for additional investigation and are outlined in more detail at the end of this report. We note that there are groups within New York City practicing combined community and economic development initiatives with great success, however we specifically looked at what lessons could be learned from outside organizations. The case studies offer details of the compelling actions taken by community development organizations to include economic development programming. The programs selected for additional research included the following:

- **Back Streets, Boston, MA** – A cluster-led business development and retention program for industrial and commercial businesses led by the City of Boston.
- **North Brand Works, Chicago, IL** – Organizing, advocacy and services in support of industrial business retention and industrial jobs
- **East Bay Asian Local Development Corporation (EBALDC), Oakland, CA** – Successful CDC-led efforts to address comprehensive community improvements in the Bay Area.

Though the specific circumstances surrounding each effort may be different, there are universal lessons that the community development movement can take from groups that have had strong outcomes, and apply them locally. For community development groups that are taking on economic development activities, these key points offer insight into starting out, and progressing in the field. Our findings underscore a number of key variables that helped ensure the effectiveness of these efforts.

## ACTION IS STRENGTHENED BY EVIDENCE-BASED RATIONALE

Efforts to initiate or advocate for new programs and activities are often bolstered by strong, compelling evidence-based rationale for the importance and impact of equitable economic development activities at the local level. Often, these efforts are led as part of grassroots initiatives that initially lacked evidentiary support. As a whole, the case studies demonstrate that evidence in the form of research, data, and hard facts provide a strong catalyst to jump-start new thinking and policy approaches. By sponsoring or writing research reports, many of these organizations increased their credibility and power to carry out their agendas. Foundations and grant giving organizations also find this level of evidence-based rationale compelling, and in some cases, an essential requirement for funding consideration.

### ADVOCACY BEGINS BY DEVELOPING COALITIONS WITH SIMILAR INTERESTS AND OBJECTIVES

Gathering like-minded individuals and organizations is typically the first step in defining a shared purpose and agenda. Bringing key partners and stakeholders to the table is a powerful way in which organizations can jumpstart advocacy efforts. But convening alone is not enough. Consistent project management, follow through and administrative support are necessary in order for advocacy efforts to gain traction.

### PARTNERSHIPS WITH THE CITY OFFER LEGITIMACY AND AVAILABILITY OF RESOURCES

Partnerships and coalitions with public sector agencies play a critical role in catalyzing equitable economic development activities. The public sector ultimately controls many factors that influence community development, from funding streams to land use policies. A key strategy, therefore, is building and leveraging relationships with key policy makers across city agencies to most effectively advocate for and ensure policy changes. From an institutional perspective, it is more efficient for one representative coalition to build relationships with key players in the City, then liaise and advocate on behalf of coalition members.

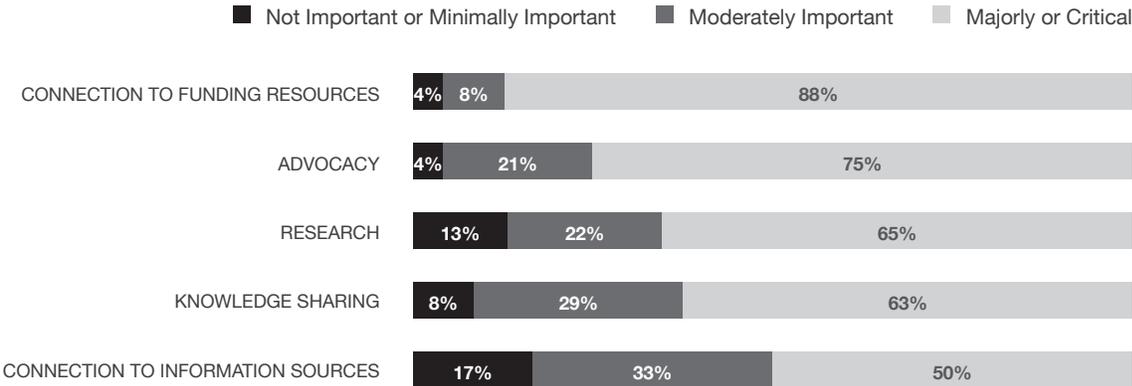
# strategic recommendations

This study concludes with a set of recommendations that will enable ANHD and its members to start an important dialogue that pushes for the inclusion of equitable economic development as a key element of community development in low- and moderate-income neighborhoods. It also sets the stage for community development to take a broader, long-term approach to building a movement that advocates for more equitable economic development policies that are responsive to community needs and that hold political leaders more accountable to a grassroots-led community vision. The goal is not to fight over scarce resources, but to advocate for, and grow, critical investments by both the public and private sectors while maintaining the commitment for continued resources for affordable housing production. The field must identify new, sustainable funding sources that will ease the burden on public sector dollars.

There are a number of factors that make now the right time to mount a productive and timely discussion on the direction of the role of equitable economic development in community development in New York City.

**A membership-driven call to action.** In interviews and a survey of ANHD members, we found that there was an overwhelming call for action – and a need for a comprehensive and thoughtful policy approach to ensure that equitable economic development activities are part and parcel of a community’s overall community development efforts.

## WHAT RESOURCES, IF ANY, WOULD BE HELPFUL TO YOUR ORGANIZATION’S ECONOMIC DEVELOPMENT PROGRAMMING, FROM ANHD AND ELSEWHERE?



**A change in administration.** As New York City selects a new mayor, it is likely that a number of significant city initiatives will be reevaluated. One of these may be the intensity in which rezoning efforts have taken place over the course of the Bloomberg Administration; the 120 completed rezonings have required a tremendous expenditure of resources, including CDBG dollars. There also appears to be growing interest in City policy that is more supportive of industrial and manufacturing business retention. As the City revisits its rezoning efforts, there may be an opportunity for a renewed discussion about the role of land use as a tool to support the retention of manufacturing businesses and jobs.

**Improved institutional capacity at the neighborhood level.** Community development organizations are at a turning point—many have built capacity through housing development,

and are looking to build on these successes to improve neighborhoods in other ways. Just as the CDC movement is evolving, a growth in BIDs, Merchant Associations, and Industrial Zones spearheaded by the Bloomberg Administration has also created capacity and new funding streams for neighborhood-led economic development where previously capacity was uneven or limited. Notably, many BIDs, particularly in the outer boroughs, were established by local community organizations as part of an effort to ensure sustainable funding sources for activities aimed at improving the environment for local businesses. Since the beginning of the Bloomberg Administration, 20 of the 23 BIDs formed are outside of Manhattan.

Keeping these conditions and trends in mind, we recommend specific activities in four key areas, as follows. Each will be discussed in turn.

RESEARCH	<ul style="list-style-type: none"> <li>• Aggregate existing data</li> <li>• Original in-depth analysis</li> </ul>
ADVOCACY	<ul style="list-style-type: none"> <li>• Develop a policy platform</li> <li>• Connect members to resources</li> </ul>
VISIBILITY	<ul style="list-style-type: none"> <li>• Highlight success</li> <li>• Help members tell their stories</li> </ul>
EDUCATION	<ul style="list-style-type: none"> <li>• Peer-to-peer learning</li> <li>• Professional development</li> </ul>

## RESEARCH AND GATHER EVIDENCE OF DEMONSTRABLE IMPACT

Successful advocacy efforts typically begin with a strong, compelling rationale for change. In New York City, there has been little quantitative or qualitative data gathered at the citywide level that demonstrates the programmatic impact

of neighborhood-led commercial revitalization efforts. Our analysis of best practices found that data collection and analysis were among the most effective strategies for jump-starting a robust conversation that resulted in meaningful

policy change. Results-based accountability and information is a powerful tool that allows organizations to ensure the value of its work to investors and supporters.

However, equitable economic development activities—like community development activities in general—can be difficult to measure precisely. Neighborhood development activities are influenced by a variety of factors, including national economic conditions, rezoning efforts, geographic location within the city, and

access to existing job markets; quantifying the impact of these efforts can be a challenge. Successful equitable economic development is a thriving environment that supports business development, expansion, investment and job creation.

ANHD is poised to play a role in defining and informing the conversation that results in successful advocacy for the maintenance of existing resources and community development-minded public policy.

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“ ANHD can help by framing the collective impact its members accomplish in economic development and be a powerful voice for advocacy that links economic development to issues of equity and sound community principles. ”

#### AGGREGATE EXISTING DATA

Many members indicated a strong need for better data and research that would allow them to quantify the impact of their efforts and support their advocacy, grant writing and fundraising proposals. As a member-based coalition, ANHD is in a unique position to support this effort by leveraging existing data from its members.

There are many potential research partners poised to support this effort, including strong local universities, policy think tanks, and national community development intermediaries that are grappling with similar issues of field-based economic development and public policy research. ANHD should explore these potential partnerships and begin discussions that lead to meaningful research and analysis of the industry.

#### CONDUCT ORIGINAL IN-DEPTH ANALYSIS INTO THE IMPACT OF THE COMMUNITY DEVELOPMENT INDUSTRY ON THE CITY'S ECONOMIC AND SOCIAL FABRIC

If there are areas in which adequate research does not yet exist, or if a more targeted effort is needed, ANHD is well positioned to sponsor, perhaps in partnership with a local university or think tank, the creation of more detailed economic impact reports and analysis. Clear metrics beget clear results, which are a powerful tool to advocate for public and private sector investments. Research that is targeted to specifically capture the impact of ANHD member organizations also creates a compelling platform for comprehensive community development in New York City. Our analysis of best practices suggests that the most standard metrics include: number of jobs

created (by sector), increases in earnings, effect on median income of program recipients and/or neighborhood residents, wealth accumulated, and quality of life enhancements.

## ADVOCACY

Without a strong advocate to organize and communicate the needs and desires of community-based economic developers and express a consistent and broad demand for more equitable community and city-wide economic development policies, NYC economic development policy will continue to emphasize simply expanding the local tax and employment base rather than building equitable economic policies that offer increased opportunity to the communities that most need it. ANHD is well positioned to initiate the conversation among its members and city stakeholders about a more comprehensive community development policy that includes a substantive role for equitable economic development. Our findings suggest there is enormous need—and potential—to fill the gap in leadership around this issue. Seventy-five percent of survey respondents indicated that advocacy was a major or critically important resource. Moreover, every interviewee expressed the same desire to begin a meaningful and long-overdue dialogue about how the field is changing, and the need for a strong, coalescing voice to represent community-based economic development.

The most critical component of advancing a new form of comprehensive community development is the creation of a policy platform that outlines a redefined vision of community development. Equitable economic development activities are crucial to comprehensive community development, and they warrant as much recognition as housing development.

ANHD can use data-driven research and direct input from members to develop a persuasive, forward-thinking policy platform outlining the ways in which public and private funding, land use and zoning ordinances, and City agency policy can and should support comprehensive community development.

Because of the change of administration in 2014, it is crucial that ANHD and its members seize the opportunity immediately to build relationships with key players in the City to position itself as an effective participant in advocating for comprehensive community development. In creating this platform, ANHD will also establish itself as a key resource to guide organizations into comprehensive community development.

### INITIATE A DIALOGUE IN SUPPORT OF A RENEWED CITYWIDE COMMUNITY DEVELOPMENT POLICY PLATFORM

ANHD can use a renewed policy platform and existing relationships with organizations and City agencies to start a working dialogue of the role of equitable economic development in larger scale community development activities. A new administration is poised to offer a vision for a more coordinated, comprehensive, and equitable economic development policy, and ANHD is in a strong position to guide City policy in that direction.

### ADVOCATE FOR INCREASED RESOURCES

It is no secret that public funding opportunities are limited and will likely remain so. Time

and time again, we heard of the funding challenges that community development organizations face in executing both housing and economic development programs. One of the primary reasons for these challenges is the limited amount of funding dedicated to community development to begin with, resulting in competition among organizations. It is important to state in particular that Federal CDBG funds should not be the only source of discretionary funding for locally driven equitable economic development activities. Therefore the call for resources beyond Federal CDBG will need to be based on a compelling rationale—using the aforementioned research—that offers evidence of the return on increased investment, input from member organizations, and connections to City officials. ANHD will not only need to advocate for more resources, but will also need to work to identify models of sustainable neighborhood economic development.

A few potential areas of opportunity include the push to increase engagement from the private sector in community-based economic development, including leveraging and increasing financing that local financial institutions can use to fulfill their bank reinvestment obligations under the Community Reinvestment Act. Additionally, ANHD can help its member organizations investigate equitable models of self-financing in the form of member-based merchant organizations or property-based assessment districts. It should be noted that while only 9% of survey respondents indicated that they had funding sources that included BID assessments (most likely because once BIDs are formed, they become separate independent organizations), 48% of survey respondents reported engaging in work with merchant associations.

A primary area of focus within these models can be the preservation and creation of manufacturing and light-industry jobs. These jobs could provide low- to medium-skilled entry employment opportunities that pay higher salaries than jobs in the service sector. ANHD can advocate for land use and zoning decisions that foster stable manufacturing spaces so that manufacturers have the certainty they need to plan for and invest in future growth. This model would combine pushing for increased public and private resources for targeted workforce development and high-impact technical assistance and pushing to preserve manufacturing land and the conversions of vital space for businesses to locate and thrive as a part of their communities.

#### CONNECT MEMBERS TO RESOURCES

In order for equitable economic development to be successful, practitioners need access to resources and ANHD can develop innovative ways to foster these connections. This includes creative partnerships and relationships with foundation partners in addition to public funding sources. By maximizing relationships with and knowledge about City agencies, ANHD can have ears on the ground about funding and informational resources that it can pass along to its members. ANHD can also promote partnerships among member organizations or with the City to foster a more coordinated and efficient effort at comprehensive community development.

These relationships and partnerships will be critical in crafting policies and directing resources to support the wide range of economic development activities, especially those that pay a higher wage, such as jobs in the manufacturing and light industrial sector.

## VISIBILITY

As powerful as quantitative data and research can be in making a strong case for public and private investments in this sector, we cannot overlook the power of a strong story or narrative to accompany hard data. ANHD can help members and the industry achieve a higher level of visibility through support for improved communications and the building of public awareness of successful initiatives.

### HIGHLIGHT SUCCESSES BOTH EXTERNALLY AND INTERNALLY

By showcasing successful member organizations, ANHD can contribute a strong narrative that provides a compelling rationale for additional investments in equitable economic development initiatives, while simultaneously contributing to the information sharing among practitioners that helps drive further innovation. Some of the most successful and well-recognized community organizations in New York City engage PR consultants to great success. The hiring of a marketing staff person and/or consultant is important to ensure that ANHD is building an effective public relations effort on behalf of its members.

Highlighting the successes of member organizations can also be done on a smaller scale with a focus on internal communications, in the form of newsletter spotlights or best practice write-ups. These highlights can serve to inspire and equip other members with the tools to benefit their own organization. Recognition events and awards are another common tool used by intermediaries to recognize and highlight successful partners.

### HELP MEMBERS TELL THEIR STORIES

A number of our interviewees reported great interest in receiving support to promote and publicize their successful community development efforts. Building a strong narrative of the success of local community development efforts is a powerful tool that can serve multiple purposes, from advocacy to knowledge-sharing to fundraising. Many organizations do not have the resources to hire or obtain support for robust communications efforts, but those that do reap the rewards. One example of the benefits of a PR consultant is exhibited by a once-dormant campaign from WHEDco, which aimed to raise money to build a greenhouse and expand an urban farming program. WHEDco's PR consultant created a crowd funding campaign and then arranged for a local news channel to deliver live reports from atop one of their buildings. Within hours, the campaign exceeded its fundraising goal.

Another example of an effective communications and PR strategy is the LISC New Communities Program scribe concept, which is a standardized method for helping community development organizations communicate their successes. The scribe concept enlists journalists to write about, photograph, and document a community development organization's newsworthy initiatives. By outsourcing and consolidating communications, the scribe program helps organizations communicate more effectively and engage more interest from residents,

supporters, and potential funders. ANHD could support a similar initiative to sponsor communications resources for their member organizations to more effectively garner interest from potential funding streams.

Communications within and among community groups engaged in equitable economic development, from newsletters to blogs to social media outlets, can be a powerful tool to keep practitioners connected. In addition to internal communication, support for external communications with local media outlets is another powerful tool that can be offered by an intermediary such as ANHD.

## EDUCATION

Perhaps not immediately, but sometime in the near- to mid-term future it will be important for ANHD to support its member organizations with the resources they need to evolve and grow, whether organizationally, programmatically, or geographically. Like many member-based organizations, ANHD can do so by acting as a resource for practitioners to continuously acquire professional knowledge and learn about innovative ideas that can serve as inspiration for how to run their organizations, while simultaneously offering opportunities to build the relationship networks that aid them in executing their work.

### PEER-TO-PEER LEARNING

One of the most helpful yet largely untapped resources that organizations can benefit from is peer-to-peer learning. There is unparalleled knowledge that can be gained from referencing similar organizations' successes, failures, challenges, and lessons learned. ANHD can foster knowledge sharing through best practice spotlights, networking events, or direct communication with member organizations. ANHD will also benefit from coordinating communication between organizations through increased exposure to on-the-ground updates directly from members.

### PROFESSIONAL DEVELOPMENT

ANHD can support member organizations' programmatic expansions with professional development opportunities that will allow organizations to continue to grow effectively. The organization should expand on its existing programs, the Morgan Stanley/ANHD Community Development Fellowship, and the Center for Neighborhood Leadership. ANHD may also provide some informational workshops itself and/or aggregate outside professional development resources and connect their members to them. Currently, there are a number of organizations that provide professional development training both on senior management and staff person levels, including the Coro Neighborhood Leadership Program, which offers leadership and skills training to 20 mid- to senior-level professional practitioners annually. ANHD can connect members with programs like Coro and others in order to foster continuous development and evolution of member organizations.

# best practices: case studies

## Institutional/Industrial Case Study BACK STREETS | BOSTON, MA

### PROGRAM OVERVIEW

- Cluster-led business development and retention program for industrial and commercial businesses
- Workforce development targeting industrial skills
- One-stop shop for businesses to navigate bureaucracy in city agencies
- Financing and access to capital for existing or new industrial businesses
- Advocacy on planning and land use issues that affect the industrial sector



In 1999, the city of Boston hired the Initiative for a Competitive Inner City and the Boston Consulting Group to conduct an economic impact report on the role of the industrial sector on Boston's economy. The report was spearheaded by Mayor Thomas Menino's interest in addressing the difficulties Boston-based industrial and commercial businesses faced. The BCG/ICIC report focused on quantifying the impact of the industrial sector of Boston's economy. In speaking to Boston's industrial businesses, land use issues, land affordability, and the bureaucracy of city hall arose as common challenges. The study detailed the eight major industrial areas in Boston, and measured the industry as a whole through the income levels of industrial workers, the number of employees working in the industry, and the percentage of the total workforce they represented. The report found that small and mid-sized industrial and commercial businesses made significant and measurable contributions in the City's overall economy, not only offering living wages, but contributing to the health of the region's major clusters, including financial services, health care, education and tourism. These less visible "back streets" businesses are supportive in nature and as such, their importance had never been fully measured. By aggregating and quantifying these figures in tandem with the qualitative measurement of the industry's challenges, the report provided clear reasoning for the indispensability of the industrial sector in Boston, its threatened status, and thus the need to support it.

The BCG/ICIC report created a political imperative that spurred Mayor Menino into action. Menino had personally attended focus groups during the course of the investigation, and was personally

invested in the concept of a program. In 2001, the “Back Streets” office was created in an effort to support and nurture small and mid-sized light industrial and commercial companies operating within the City, including manufacturing, food processing, transportation, wholesale, and construction businesses. The Back Streets program also followed up with its own report after the creation of the program.

The Back Streets program has continued to serve industrial sector businesses in Boston in the areas of real estate, financing, workforce training, and advocacy. Though part of the Boston Redevelopment Authority, a city agency itself, the program helps businesses navigate the often bureaucratic governmental landscape. One of the most significant current program areas is a weekly Office Hours session hosted at a local business, where people and businesses can ask questions about city policies like zoning, permitting, and small business assistance, directly to Back Streets officials.

By providing direct access to the people and forces that affect the industrial sector, the program has become the foremost resource for industrial businesses seeking an advocate.



SOURCE: BACK STREETS

The program has become a model for other cities nationally and even internationally as industrial businesses struggle to remain in inner cities. Back Streets is uniquely positioned within a city agency and communicates directly with local businesses as well as with other city officials. By closing the gap of communication between the City and its constituents, the program is advocating on behalf of the industrial “back streets” sector to ensure supportive City policies.

## KEY TAKEAWAYS

- Data-driven: Program inception was based on extensive research and economic impact to back up the initiative
- Public champion: Engaged high level government officials and stemmed from personal interest of high level officials
- One-stop shop: Provides access to and guidance through the city bureaucracy with a consolidated place for zoning, permits, and business technical assistance
- Advocacy: Directly communicates with local businesses to advocate on their behalf to the City

# best practices: case studies

## Institutional/Industrial Case Study

NORTH BRANCH WORKS (FORMERLY LEED COUNCIL) | CHICAGO, IL

### PROGRAM OVERVIEW

- Help businesses grow through dissemination of real estate and financing opportunities
- Connect people to and train people for jobs
- Link industrial businesses, local community, and government



The Local Economic and Employment Development (LEED) Council was established in 1982 in Chicago as an affiliate of the New City YMCA in an effort to connect unemployed youth with local industrial businesses. The group began reaching out to neighborhood businesses and residents and soon found common interests among them opposing proposed zoning changes and fighting market pressures for residential development that threatened industrial land. The LEED Council then took this coalesced opposition to the zoning changes to the city. The LEED Council partnered with the Chicago Department of Economic Development and local universities to conduct an economic impact study on industrial jobs in Chicago. The study was then used to advocate for the preservation of industrial areas in the city, particularly with the help of a sympathetic political figure, ward councilman Marty Oberman. After years of organizing and advocacy, the first Planned Manufacturing District (PMD) was established in 1988. The LEED Council was instrumental in the process by fostering connections among local industrial businesses and strengthening their collective voice to the city government.

In 2001, the LEED Council became an independent not-for-profit entity, and today the organization is a delegate agency of the Chicago Department of Housing & Economic Development. Due to its long history and consistent engagement with the industrial sector and the city, the LEED Council is considered a respected, legitimate advocate for the industrial community in Chicago. A testament to LEED Council's impact is the vitality of the industrial field in Chicago today. There are 15 Planned Manufacturing Districts and LEED Council is just one of 17 Local Industrial Retention

Initiative (LIRI) organizations aimed at aiding industrial businesses locate and remain in the city of Chicago.

In 2012, the LEED Council rebranded as North Branch Works but has retained their same three main agenda priorities: helping industrial businesses grow, connecting people to and training them for jobs, and linking industrial businesses and city government. The consistent commitment of LEED Council, now as North Branch Works, to forging partnerships among and across sectors has proven to be a successful model of advocating, increasing communication, and determining the future landscape of the city.

North Branch Works approaches economic development from different angles, aiming

to better both the business environment and workforce for industrial businesses. Current programs of North Branch Works include training job seekers in computer programs and energy auditing certifications, hosting networking events for businesses and job seekers, providing information about tax incentives and grants available for companies looking to expand or “green” their business, hosting and updating websites dedicated to job opportunities and available industrial properties, and meeting quarterly with city officials to advocate for investment in industrial businesses and workers. These programs showcase the ways in which North Branch Works operates on many levels and scales and builds connections between them all. North Branch Works has 106 member businesses and serves 12 different neighborhoods.

## KEY TAKEAWAYS

- Advocacy: gave a voice to a previously unrepresented and unmeasured group
- Partnerships with the city: increased credibility and influence
- Data-driven: used research to back up what they had heard
- Adaptation: Evolved throughout organization’s history without sacrificing mission

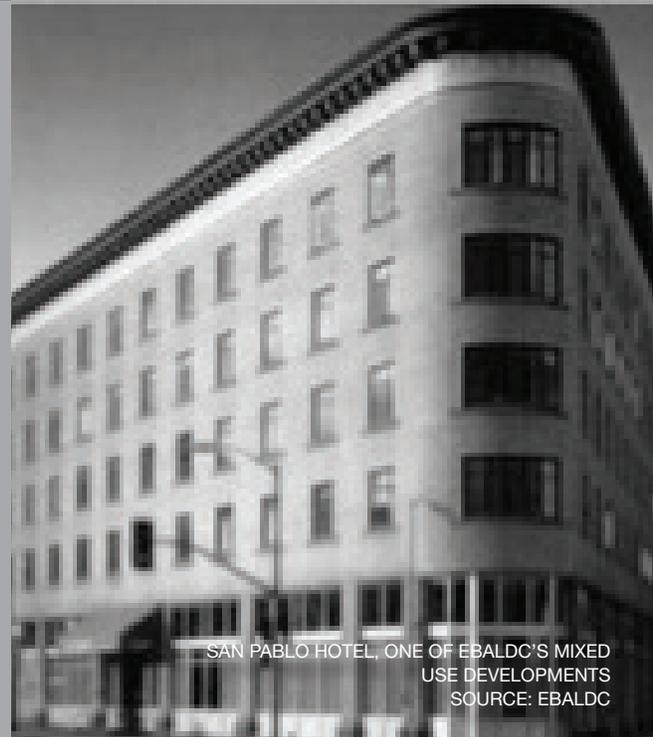
# best practices: case studies

## Commercial Case Study

EAST BAY ASIAN LOCAL DEVELOPMENT CORPORATION (EBALDC) | OAKLAND, CA

### PROGRAM OVERVIEW

- Develop affordable housing, commercial space, schools, health clinics, open space
- Economic development programs focus on asset management (including existing commercial, office and retail real estate assets)
- Financial literacy programs for building and neighborhood residents
- Advocate for policies that support “age-friendly” neighborhoods (safety, healthy food access and transit access)
- Partnership on corridor improvements, including beautification, streetscape and landscaping in an effort to attract investment and in response to community concerns of crime, prostitution and drug trade.



SAN PABLO HOTEL, ONE OF EBALDC'S MIXED USE DEVELOPMENTS  
SOURCE: EBALDC

EBALDC is one of the largest community development organizations in San Francisco. The organization has experienced extensive evolution throughout its thirty year history. Founded in 1975, EBALDC was created by recent college graduates who were inspired by the opportunity to preserve a deteriorating warehouse in Oakland Chinatown and desired to create a consolidated social services center. The Asian Resource Center was created, within

which spaces were leased out to non-profit social service organizations focused on Asian American residents of the local community. After completing this project, EBALDC continued engaging in development projects, focusing on affordable housing.

In 1993, after developing affordable and senior housing for almost two decades, EBALDC found it had been increasingly including ground floor commercial and

community spaces within each development. EBALDC went through an extensive internal review process and held neighborhood focus groups to determine an updated agenda and mission based on the expansion of programs that had already been occurring—the expansion of programming to include a more legitimate focus on economic development was organic. EBALDC decided to expand its mission to serve a larger community and to expand its official programs from affordable housing development to include economic development (including small business loans, development and leasing of commercial space, and local hiring initiatives) and community building (partnerships with other non-profits, facilitating youth programs, helping form tenant’s associations).

EBALDC recognized the importance of not simply creating housing for residents, but creating a community through the development of viable commercial space, quality open space, and space for social service organizations that served both the building and neighborhood residents. While EBALDC recognizes the importance of comprehensive amenities and social services for the community, it found the best way to help residents access them is not to provide them themselves, but rather develop spaces for them. EBALDC has developed over 300,000 square feet of commercial space that house small businesses, non-profit organizations, and community centers.

In 2012, EBALDC announced its 3-year strategic plan, which addresses growing challenges in affordable housing development by making a strategic shift into an even more

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“ We are shifting our focus from individual properties and programs to comprehensive solutions that improve health and wealth of neighborhoods in the East Bay. ”

**EBALDC STRATEGIC PLAN 2013-2016**

comprehensive approach to community development. EBALDC is redefining its approach to community development and strengthening its focus on the health of residents, community members, and business owners in the neighborhoods in which they work. Their current programs—both new and existing—include Education, Public Safety, Environment & Air Quality, Food Access, Recreation, Green Spaces, Transportation, Jobs & Work, and Business Development. The breadth of EBALDC’s programs can be seen in a selection of initiatives from the past year: renovating an old hotel into affordable housing, hosting an age-friendly summit, providing free tax filing assistance, hosting pop-up food vendors in its commercial spaces, educating public school students about financial literacy, and outfitting its properties with solar panels. As a part of its new strategic plan, EBALDC makes it clear that housing development and support will remain a foundational aspect of their programming, and are expanding their program areas to complement their housing

services. With this strategic plan, EBALDC is actively responding to and shaping the changing landscape of community development and again positioning itself

as a dynamic model for other community development organizations.

## KEY TAKEAWAYS

- Partnerships: EBALDC frequently partners with other non-profit organizations to occupy spaces in their developments and provide services to building and neighborhood residents.
- Reorganized and expanded initiatives: After natural programmatic expansion into economic development in 1993, EBALDC expanded again in 2012 to broaden its focus to even more comprehensive community development.
- Adaptation: Expanded programs without straying from its foundational mission of acting as a community resource.

# appendix

- 36** LIST OF STAKEHOLDER INTERVIEWEES
- 37** STAKEHOLDER INTERVIEW QUESTIONS
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- 42** BEST PRACTICES SCAN

## LIST OF STAKEHOLDER INTERVIEWEES

STAKEHOLDER	BOROUGH	INTERVIEWEE
ORGANIZATIONS		
Pratt Area Community Council (PACC)	Brooklyn	Deb Howard
Fifth Avenue Committee (FAC) Brooklyn Workforce Innovations (BWI)	Brooklyn	Michelle de La Uz Aaron Shiffman
WHEDco	Bronx	Nancy Biberman Kerry McLean
Chhaya CDC	Queens Brooklyn	Seema Agnani
Greater Jamaica Development Corporation (GJDC)	Queens	Justin Rodgers Mary Reda
East Williamsburg Valley Industrial Development Corporation (EWVIDCO)	Brooklyn	Leah Archibald
Asian Americans for Equality (AAFE)	Queens	Chris Kui
East River Development Alliance (ERDA)	Queens	Bishop Mitchell G. Taylor
INDIVIDUALS		
Opportunities for a Better Tomorrow (OBT)		Randy Peers, Executive Director
NYC Economic Development Corporation (EDC)		Miquela Craytor, Vice President, Industrial Initiatives & Income Mobility
NYC Employment Training Coalition (NYCETC)		Lincoln Restler, Managing Director
Department of Small Business Services		Paul Nelson, former Executive Director of Commercial Revitalization Initiatives
Department of City Planning		Barry Dinerstein, Deputy Director

## STAKEHOLDER INTERVIEW QUESTIONS

Interviewee: \_\_\_\_\_

1. How do you define economic development?
2. What economic development initiatives does your organization engage in?  
(circle all that apply)
  - a. Workforce development
  - b. Commercial corridor management  
(i.e. Business Improvement District)
  - c. Commercial leasing
  - d. Small business technical assistance
  - e. Small business lending
  - f. Financial literacy for individuals
  - g. Financial literacy for businesses
  - h. Industrial & manufacturing advocacy
  - i. Land use & zoning initiatives
  - j. Other: \_\_\_\_\_
3. How do your organization's economic development initiatives support your mission?
4. What are your major sources of funding for your economic development initiatives?
  - a. City—which ones?
  - b. NY State—which ones?
  - c. foundations/non-profits
  - d. BID assessment
  - e. events/fundraisers
  - f. other: \_\_\_\_\_
5. Are there any best practices you find particularly successful or innovative that inspire your organization's work—New York or elsewhere? Is there a program out there that you think of as a model or an ideal? If so, why? What are the key characteristics or hallmarks?
6. Who are the major players in the economic development field that have you heard of? Are there any that you partner with, or would like to partner with?
7. What have been the benefits of expanding into the economic development sphere for your organization? (e.g. complemented housing development, expanded client base, subsidized other programs with funding challenges, created a more holistic community, etc.)
8. What are some barriers or challenges that your organization faces in executing its economic development initiatives and achieving its goals?
9. Do you think your staff is adequately equipped to lead economic development initiatives? Would additional training be required to pursue new areas of programmatic activities or to more effectively engage in your current economic development work?

10. Are there any specific needs that ANHD might be able to meet to better equip your organization to address economic development issues or implement economic development initiatives?
11. In what areas and through what means do you think your organization can grow, either in terms of economic development programs or otherwise?
12. What is the size of your organization (staff members)? How many are dedicated to economic development activities
13. What is the amount of your annual budget? What portion is dedicated to economic development initiatives?
14. What advice would you share with organizations similar to yours that are looking to expand into similar services? Cautionary tales? Things you wish you had known about in advance? Things you'd do differently?
15. Anything else you'd like to share?

## MEMBER SURVEY

The Association for Neighborhood and Housing Development is finding more and more of our members are committed to complementing housing development with comprehensive neighborhood development. As a result, many members (and other organizations like them) are expanding—or seeking to expand—their programs to include economic development initiatives. As ANHD considers how to best support the needs of our members in this regard, it is important that we understand the work our members and the industry as a whole are doing, what their needs are, and how we can help.

For the purposes of this survey, economic development includes activities in the following general categories: commercial revitalization, industrial/manufacturing retention and advocacy, & workforce development.

Your Organization's Name: \_\_\_\_\_

Your Name: \_\_\_\_\_

Your Email: \_\_\_\_\_

1. What year was your organization founded?
2. What is your annual operating budget?
3. Does your organization engage in economic development activities?
  - Yes—survey will continue to question 4
  - No—survey will skip to question 15
4. When did your organization begin to include economic development programming?
  - Since organization's inception
  - In the past 10 years or more
  - In the past 5 to 10 years
  - In the past 2 to 5 years
5. What economic development activities does your organization engage in?  
*Check all that apply.*
  - Workforce development
  - Commercial corridor management (i.e. Business Improvement District)
  - Commercial leasing
  - Merchant Associations
  - Commercial or Small Business advocacy
  - Small business technical assistance
  - Small business lending
  - Financial literacy for individuals
  - Financial literacy for businesses

- Industrial & manufacturing advocacy
- Land use & zoning initiatives
- Other:

6. For each of the economic development activities you engage in, please indicate what portion of the budget they comprise, if possible.

- Workforce development
- Commercial corridor management (i.e. Business Improvement District)
- Commercial leasing
- Merchant Associations
- Commercial or Small Business advocacy
- Small business technical assistance
- Small business lending
- Financial literacy for individuals
- Financial literacy for businesses
- Industrial & manufacturing advocacy
- Land use & zoning initiatives
- Other:

7. What are your organization's sources of funding for your economic development initiatives? Name them, if possible.

- City
- State
- Federal
- Foundations
- BID Assessment
- Events/Fundraisers
- Earned Income (e.g. property ownership, asset management)
- Other:

8. For each of the funding sources you receive, please list the specific names (e.g. Avenue NYC).

- City—List them:
- State—List them:
- Federal—List them:
- Foundations—List them:
- BID Assessment:
- Events/Fundraisers:
- Earned Income (e.g. property ownership, asset management):
- Other:

9. Do you face any of the following challenges in executing your economic development initiatives and if so, to what extent?

	Do not experience	Minor challenge	Moderate challenge	Major challenge	Critical challenge
Economic development initiatives are fragmented among city agencies					
No collective voice/advocate for economic development					
City economic development is transactional and real-estate based					
Funding difficulties					
Competition between similar organizations for limited resources					
Few knowledge-sharing opportunities					
Other:					

10. What resources, if any, would be helpful to your organization's economic development programming, from ANHD or elsewhere? Check all that apply and indicate their importance to your organization.

	Not important	Minimally important	Moderately important	Majorly important	Critically important
Advocacy (e.g. creating a policy platform, advocating for comprehensive economic development funding and dialogue from the city, acting as a liaison to city agencies, being a cohesive voice for economic development policies and programs)					
Connection to funding resources					
Connection to information resources (e.g. toolkits for getting started in economic development)					
Research (e.g. economic impact reports, case studies)					
Knowledge sharing (e.g. best practice spotlights, networking events, training)					
Other:					

11. Are you or your organization a part of any member organizations or coalitions that you use to support your economic development initiatives (e.g. professional development, conferences, networking, advocacy, lobbying, etc.)? Check all that apply and name any others not listed.
- International Downtown Association (IDA)
  - International Economic Development Council (IEDC)
  - NYC BID Managers Association
  - International City/County Managers Association (ICMA)
  - American Planning Association (APA)
  - New York City Employment and Training Coalition (NYCETC)
  - NeighborWorks
  - Urban Manufacturing Alliance
  - Other (please specify)
12. Briefly describe what role you think ANHD could play in helping your organization execute its economic development programs.
13. What are your thoughts on the City's economic development policies and programs?
14. Anything else you would like to share?  
(from Question 3)
15. Why doesn't your organization include economic development initiatives?
- Not part of our mission
  - Don't have the funding resources
  - Don't have the know-how
  - Other:
16. Would your organization be interested in expanding its programs to include economic development initiatives if you had the resources/guidance to do so?
- Yes
  - No
  - Maybe (please explain):
17. What economic development activities would your organization be interested in? Please rank top 4, followed by any initiatives you may also be interested in to a lesser extent.
- Workforce development
  - Commercial corridor management (i.e. Business Improvement District)
  - Commercial leasing
  - Merchant Associations
  - Commercial or Small Business advocacy
  - Small business technical assistance
  - Small business lending
  - Financial literacy for individuals
  - Financial literacy for businesses
  - Industrial & manufacturing advocacy
  - Land use & zoning initiatives
18. What are your thoughts on the City's economic development policies and programs?
19. Anything else you would like to share?

## BEST PRACTICES SCAN

CASE STUDY	FIELD / INITIATIVES	CITY	DESCRIPTION
<p>East Metro Economic Alliance</p> <p><a href="http://eastmetro-alliance.org/economic-advocacy/">http://eastmetro-alliance.org/economic-advocacy/</a></p>	<p>Institutional</p>	<p>Portland Metro Area</p>	<p>EMEA is a non-profit organization comprised of approximately 40 area businesses, chambers of commerce, and public agencies working together to shape the future of East Metro through economic advocacy in three fundamental areas: Education and Workforce Development, Transportation, and Land-Use. Because member organizations are cross-sectoral, EMEA is able to communicate and coordinate more effectively between businesses, CDCs, and city agencies towards a common goal of economic vitality of the East Metro region.</p>
<p>Philadelphia Association of Community Development Corporations (PACDC)</p> <p><a href="http://www.pacdc.org">www.pacdc.org</a></p>	<p>Institutional</p>	<p>Philadelphia</p>	<p>PACDC is a coalition of CDCs in Philadelphia that provides assistance to its member organizations through public policy and advocacy, technical assistance and training, neighborhood GIS mapping technology support, as well as information sharing and peer-to-peer networking. PACDC also provides members with up-to-date information on issues such as funding opportunities, training workshops, policy alerts, and job listings. PACDC recently published a detailed economic impact report and survey of their 90 member organizations. In doing so, PACDC created a comprehensive, unifying report to tangibly advocate for all of its member organizations.</p>

CASE STUDY	FIELD / INITIATIVES	CITY	DESCRIPTION
<p>National Coalition for Asian Pacific American Community Development (CAPACD)</p> <p><a href="http://www.nationalcapacd.org">www.nationalcapacd.org</a></p>	<p>Institutional</p>	<p>National</p>	<p>CAPACD is a member-based network of 100+ CBOs that all engage in housing, community development, and community organizing strategies. CAPACD supports their members through capacity building (increasing access to training, technical assistance and other resources); community convenings (bringing members together to learn, network, share resources and mobilize issues); advocacy, policy and research (to increase the influence of AAPI communities in obtaining equitable resources); leadership development (building a pipeline of AAPI leaders and change agents). CAPACD is notable for its strong history of advocacy and providing its members with direct access to policy makers.</p>
<p>Leonard Resource Group</p> <p><a href="http://www.lrginc.com">www.lrginc.com</a></p>	<p>Institutional</p>	<p>Washington, DC</p>	<p>LRG is a public affairs company that specializes in management for associations engaged in community development work, in addition to government affairs, coalition building, etc. LRG acts as a resource for clients like associations by offering services such as event management, creative services, training and technical assistance, membership development, website design, graphic design, publications, grassroots organizing, policy analysis, financial management, etc.</p>

CASE STUDY	FIELD / INITIATIVES	CITY	DESCRIPTION
<p>New Communities Program</p> <p><a href="http://www.newcommunities.org/">http://www.newcommunities.org/</a></p>	<p>Institutional</p>	<p>Chicago</p>	<p>LISC Chicago’s New Communities Program aims for comprehensive community development in 16 areas of Chicago. The NCP employs a neighborhood-based lead agency in each area that coordinates programs among other local organizations and citywide support groups to create Quality of Life plans. NCP has made a conscious effort to address deeper-seated policy issues where other comprehensive community initiatives (CCIs) focus more exclusively on local issues. A key tactic of NCP lead agencies is change “from the inside out” – working collaboratively and directly with city agencies as opposed to conventional “pressure tactics” to advocate for their most pressing initiatives.</p> <p>One example of NCP’s innovate comprehensive community development model is their scribe concept, which supports communications for community development organizations. The scribe concept enlists journalists to write about, photograph, and document a CDC’s newsworthy initiatives. By outsourcing and consolidating communications, the scribe program helps organizations communicate more effectively and engage more interest from potential funders, residents, and supporters.</p>

CASE STUDY	FIELD / INITIATIVES	CITY	DESCRIPTION
<p>North Branch Works / LEED Council</p> <p><a href="http://www.northbranchworks.org">www.northbranchworks.org</a></p>	<p>Industrial/ Manufacturing</p> <p>Workforce</p>	<p>Chicago</p>	<p>LEED Council (who have since changed their name to North Branch Works) was heavily involved in the creation of Planned Manufacturing Districts (PMDs) in Chicago in the late 1980s. Their organizing of and advocacy on behalf of manufacturing and industrial businesses in threatened manufacturing areas of Chicago successfully led to the protection of the areas and retention of key businesses. The organization continues to advocate for such businesses on land use issues, acts as a resource to connect businesses with funding sources and city programs, and has expanded to include workforce development and training in computer skills, construction, and “green collar” jobs. North Branch Works has 106 member businesses and serves 12 different neighborhoods.</p>
<p>Neighborhood Marketplace Initiative</p> <p><a href="http://www.oewd.org/Neighborhood-Revitalization-Neighborhood-Marketplace-Initiative.aspx">http://www.oewd.org/Neighborhood-Revitalization-Neighborhood-Marketplace-Initiative.aspx</a></p>	<p>Commercial</p>	<p>San Francisco</p>	<p>Neighborhood Marketplace Initiative is a partnership between Bay Area LISC and San Francisco Office of Economic and Workforce Development (OEWD). The program works to stabilize and revitalize San Francisco’s low- and moderate-income neighborhood commercial districts through a network of commercial district organizations that look after their own neighborhoods but are held to a uniform set of standards, based on LISC’s 1990s initiative in Fruitvale, Oakland, that successfully grew a commercial district into a regional cultural destination. The NMI is unique in that it has experienced intermediaries (LISC and OEWD) to coordinate work across all the districts, and has quantitative and qualitative metrics for the initiative’s impact and success to be effectively measured.</p>

CASE STUDY	FIELD / INITIATIVES	CITY	DESCRIPTION
<p>The Unity Council</p> <p><a href="http://www.unitycouncil.org">www.unitycouncil.org</a></p>	<p>Commercial</p>	<p>Oakland</p>	<p>The Unity Council has worked with the largely Latino community in the Fruitvale District of Oakland for the past four decades. It provides affordable housing development, job training, childcare, and senior care. It also owns a subsidiary business (Peralta Service Corporation) that employs area residents on work crews for beautification projects. But it is best known for its involvement in the Fruitvale Transit Village development, a mixed-used development that aims to maximize transit use by improving pedestrian flow and access to the nearby Fruitvale BART (Bay Area Rapid Transit) station. The Fruitvale project has become a model for CDC involvement in community planning, and the Unity Council continues to advocate for community vitality and economic well-being of the neighborhood.</p>
<p>East Bay Asian Local Development Corporation (EBALDC)</p> <p><a href="http://www.ebaldc.org/">http://www.ebaldc.org/</a></p>	<p>Commercial</p>	<p>Oakland</p>	<p>Founded in 1975, Oakland-based EBALDC serves a multi-ethnic constituency and can serve as an exemplary model of a housing-focused organization expanding into other initiatives such as home ownership programs for low-income families, neighborhood economic development programs, real estate development, advocacy, and an Individual Development Account savings program. EBALDC has developed or preserved 1,625 units of rental housing and 200,000 square feet of commercial space.</p>

CASE STUDY	FIELD / INITIATIVES	CITY	DESCRIPTION
<p>Greenpoint Manufacturing Design Center</p> <p><a href="http://www.gmdconline.org">www.gmdconline.org</a></p>	<p>Industrial/ Manufacturing</p>	<p>NYC</p>	<p>GMDC is a non-profit industrial developer dedicated to the creation and retention of affordable industrial space. The organization acquires, develops, and manages industrial real estate that provides small and medium-sized manufacturing enterprises with affordable, flexible production space. Additionally, GMDC actively looks for more underutilized buildings to redevelop. Crafting public/private financing, engaging staff in building design and reconstruction, and marketing newly renovated spaces to small businesses, manufacturers, and craftspeople are all ways GMDC can influence how unused properties will be reinvented and push its mixed-use agenda. GMDC seeks to position itself as a national model that could be replicated.</p>
<p>WHEDco</p> <p><a href="http://www.whedco.org">www.whedco.org</a></p>	<p>Workforce Commercial</p>	<p>NYC</p>	<p>As one of the first explicitly housing and economic development CDCs, WHEDco is a model for comprehensive community development. WHEDco has focused on women's community involvement initiatives in addition to housing since its inception, and has initiatives such as energy-efficient, healthy and affordable homes; early childhood education and youth development; home-based childcare microenterprise and food business incubation; family support services; and arts programming.</p>

CASE STUDY	FIELD / INITIATIVES	CITY	DESCRIPTION
<p>Back Streets</p> <p><a href="http://www.bostonredevelopmentauthority.org/econdev/Backstreets.asp">http://www.bostonredevelopmentauthority.org/econdev/Backstreets.asp</a></p>	<p>Institutional</p> <p>Industrial/ Manufacturing</p>	<p>Boston</p>	<p>An initiative of Boston’s Redevelopment Authority, the Back Streets Program was founded in 2001 to aid small- and medium- sized industrial and manufacturing businesses in the city. The program has four areas of focus: real estate, work force, business assistance and resources and partnerships. In these sectors, the Back Streets Program aims to help existing and future businesses stay and thrive in Boston by connecting businesses to sites and funding, advocating for manufacturing and sponsoring reports, etc. Unique to the Back Streets Program is its basis within a city agency, which allows the program more direct access to and communication with the players orchestrating many of the decisions that affect industrial/manufacturing businesses.</p>