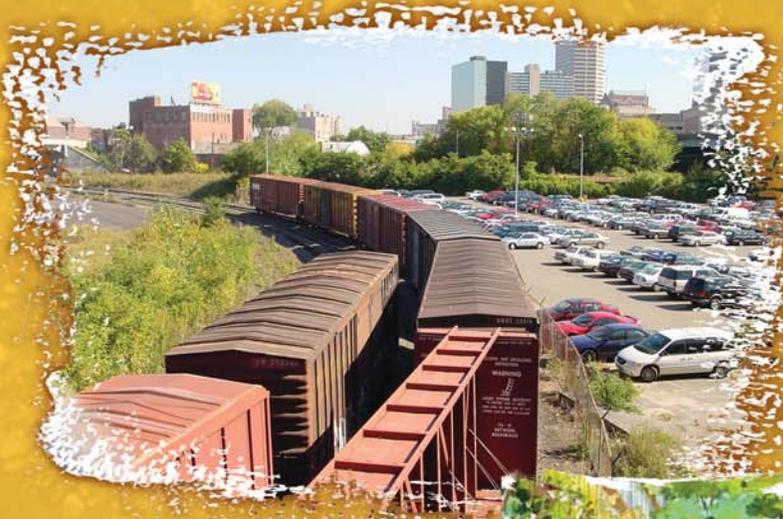


# SIGNS OF PROMISE:

*Stories of Philanthropic Leadership in Advancing Regional and Neighborhood Equity*



Cover Photos, clockwise from top left:

- 1) *The Hartford, Conn., skyline (© Stephen L. Roberts, [www.ctcyber.com](http://www.ctcyber.com)).*
- 2) *A public market established by the Northeast Louisiana Delta CDC, attracting travelers from Highway 65 (Source: Mid South Delta Initiative).*
- 3) *Rendering of the East Baltimore Development Initiative's Ashland Common (Source: East Baltimore Development Initiative).*
- 4) *A resident admires a new mural in East Baltimore (Source: East Baltimore Development Initiative).*
- 5) *Market Creek Plaza, a 20-acre commercial and cultural center in the Diamond Neighborhoods of San Diego, an initiative of the Jacobs Center for Neighborhood Innovation (Source: Jacobs Family Foundation).*
- 6) *A community design workshop hosted on May 18, 2002, by the Regional Plan Association's East Harlem Community Link Initiative (Source: Regional Plan Association).*

**Signs of Promise:**  
*Stories of Philanthropic Leadership  
in Advancing Regional and Neighborhood Equity*

This report was produced by the Funders' Network for Smart Growth and Livable Communities in association with its Regional and Neighborhood Equity Project, which exists to ensure that the smart growth movement advances opportunity and justice in regions and communities across North America. The Funders' Network gratefully acknowledges the support of the Ford Foundation, Annie E. Casey Foundation, Rockefeller Foundation, and Charles Stewart Mott Foundation for the Regional and Neighborhood Equity Project.

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The Network thanks each of them for their involvement in this effort.

Finally, the Network thanks PolicyLink for its help with this report and its partnership with the Funders' Network.

PolicyLink is a national nonprofit research, communications, capacity building, and advocacy organization dedicated to advancing policies to achieve economic and social equity based on the wisdom, voice, and experience of local constituencies.

For more information, visit *www.policylink.org*. The Network also acknowledges the Earth House Center for its assistance in documenting the work of many of the grantees profiled in this report.

For more information, visit *www.earthhousecenter.org*.



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## **Funders' Network for Smart Growth and Livable Communities**

The mission of the **Funders' Network for Smart Growth and Livable Communities** is to inspire, strengthen, and expand philanthropic leadership and funders' abilities to support organizations working to improve communities through better development decisions and growth policies. The Network brings together foundations, nonprofit organizations, and other partners to address the range of environmental, social, and economic problems caused by poor planning and development decisions. Members of the Funders' Network include corporate, private, and community foundations and intermediaries. For more information about the Network, visit [www.fundersnetwork.org](http://www.fundersnetwork.org).

## **Regional and Neighborhood Equity Project**

The **Regional and Neighborhood Equity Project (RNEP)** is a project of the Network led by an action-oriented steering committee of funders working to ensure that regional and neighborhood equity is advanced through the smart growth movement. The project works to broaden outreach to new constituencies; frame the issues; network funders and practitioners to strengthen relationships; improve grantmaking practices to demonstrate progress; and build competencies among key actors to sustain lasting progress.

Just as environmental issues exist within bioregions, economic development extends beyond cities to regional economic clusters, and social issues cut across neighborhoods within regions. The future of residents of low-income neighborhoods is tied to regional social, political, and economic factors and requires strategic analysis, engagement, and impact at the regional and neighborhood

- Improving access to economic opportunity and quality educational resources regardless of age, race, class, gender, or geographic location;
- Giving children and families of all races and classes the best possible environment in which to live;
- Reducing social and economic disparities among individuals, social groups, neighborhoods, and local jurisdictions within a metropolitan area;
- Building healthy, mixed-income neighborhoods with sufficient affordable housing distributed throughout the region;
- Fostering strong civic engagement and responsive institutions to ensure that all residents have political power and a voice in the major decisions that affect their lives; and/or
- Providing low-income residents with the opportunity to build assets and become beneficiaries of reinvestment and positive change in their communities.

level. The project defines regional and neighborhood equity as strategies and efforts that focus on:

## **Regional and Neighborhood Equity Project Steering Committee**

The Funders' Network for Smart Growth and Livable Communities gratefully acknowledges the members of the steering committee that leads the Regional and Neighborhood Equity Project (RNEP) for their hard work and commitment to these issues. Their guidance, input, and thoughtful comments helped turn this report from an idea to a reality. Without them, this report would not have been possible:

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## Foreword

Across North America, recognition is growing that current public decisions guiding land use and development are putting at risk people, the environment, and the economy. Manifestations of these decisions include increasing social and economic inequity, accelerating concentrations of poverty, weakening of public schools, growing traffic congestion, worsening air quality, and jobs locating farther and farther away from homes and apartments that families can afford. Regional growth and development patterns profoundly impact the life circumstances of low-income communities and people of color. Too many people are often isolated in neighborhoods without living wage jobs or without the public transit needed to access employment in other parts of the region. Too many children struggle in poor quality, deteriorating schools. Too many live in communities plagued with poor air and water quality and toxic sites. Too many neighborhoods lack important services and amenities like full-service grocery stores, banks, safe parks, and inviting public spaces.

As a result of the growing awareness of and concern about these problems, an increasing number of people and organizations have emerged to call for better decisionmaking about growth and development. While these emerging movements use various names—smart growth, regional equity, social justice, New Urbanism—together they have the potential to profoundly influence the future shape of communities. But this will only occur if they demand that decisionmakers look at the big picture, make choices that improve the entire community, consider all the options, make fairness a priority, and guarantee meaningful citizen participation in public decisions.

We believe strongly that these movements for a better environment, stronger economy, and social justice can be far more effective in reaching their potential by joining together, rather than focusing on these separate issues in isolation from one another. A growing number of experiments, projects, and initiatives now exist on the ground across North America that show how funders and grantees are working across disciplines to achieve significant and lasting progress—progress that will ensure that all people and families can participate in and benefit from economic growth and activity throughout regions. We are pleased to offer to you this report to showcase some of these exciting efforts and help you learn from them.

Philanthropy has a critical role to play in leading efforts to demonstrate how we can advance a regional and neighborhood equity framework. The Funders' Network seeks to help funders to fulfill this role by helping them learn from and advance best practices; lift up promising examples and projects; and work together to increase their leverage and impact. This report by the Regional and Neighborhood Equity Project (RNEP) of the Funders' Network is intended to contribute to these outcomes. The profiles highlighted in this report represent years of work by the members of RNEP, the funders that have come before them, and their high performing grantees and partners.

The release of this report coincides with an important event—**Advancing Regional Equity: The Second National Summit on Equitable Development, Social Justice, and Smart Growth**—on May 23-25, 2005, in Philadelphia. Since its founding, the Funders' Network has worked to develop a deeper understanding of smart growth and its potential for promoting regional and neighborhood equity. Much progress has occurred but there is much more to be done. The 2<sup>nd</sup> National Summit provides a venue to celebrate successes thus far and to share, learn, and set strategic priorities for advancing better decisionmaking so that future growth and development will make our regions and communities places of opportunity for everyone. We hope this report and the 2<sup>nd</sup> National Summit help build greater understanding in the field and move us forward to the next level of action.



Carl Anthony  
Chair, Regional and  
Neighborhood Equity Project  
Acting Director, Community and  
Resource Development Unit,  
*Ford Foundation*



L Benjamin Starrett  
Executive Director  
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# PART I:

## *Introduction*

### **The Purpose of this Report**

The Funders' Network for Smart Growth and Livable Communities commissioned this report to help document the progress being made by funders and their partner organizations to advance regional and neighborhood equity on the ground in regions and communities across North America. The stories shared here highlight not only specific projects and organizations, but also share lessons learned by grantmakers who have been involved in and are committed to supporting them.

Throughout North America, cities have suffered from the migration of jobs, population, investment capital, and opportunity away from urban centers and into the fringes of metropolitan areas. This pattern, commonly referred to as sprawl, has been the dominant shape of growth and development for over 50 years. It is the result of both public decisions about land use and the process by which those decisions are made.

Low-income communities and people of color have been forced to pay a terrible price by these public decisions. Too many neighborhoods are isolated, cut-off from the economic opportunities, services, and social networks critical for full participation in society. The residents of these communities live with high crime rates, crumbling infrastructure, poor services, and inadequate housing. Reinvestment, where it does occur, often fails to address the needs and aspirations of the residents of these communities, which can lead to displacement and further isolation. Gentrification and disinvestment do not necessarily operate in isolation. In many instances one community is struggling with the costs and benefits of gentrification while a neighboring community in the same region remains severely disinvested.

Until relatively recently, the interplay between regional development patterns and inequality/inequity has not been widely addressed by social justice advocates. As this report documents, this is beginning to change. Many foundations are developing and encouraging innovative approaches to link advocacy for social justice to policy change focused on land use and regional planning. Recognizing that land use decisions impact a broad range of issues that funders care about (such as poverty alleviation, economic

opportunity, the state of children and families, and more), since its inception, the Funders' Network for Smart Growth and Livable Communities has partnered with organizations such as PolicyLink to advance the objectives of opportunity, justice, and equity by encouraging better decisions about growth and development.

The intended audience for this report includes funders, individuals, and organizations advocating for better planning and decisionmaking to improve communities and regions. Several goals exist for this report. At one level, its purpose is to lift up the profiled projects as national examples of foundation leadership in order to encourage other funders to engage in this work. Second, its purpose is to demonstrate to key stakeholders that extend beyond philanthropy—public and private sector leaders, practitioners, and advocates—that cross-sectoral collaborations can create sustained progress. Finally, this report is designed to inspire, catalyze, and strengthen philanthropic leadership and expand funders' abilities to support organizations working to build more equitable and livable communities.

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Many foundations are developing and encouraging innovative approaches to link advocacy for social justice to policy change focused on land use and regional planning.

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### **The Movement for Smarter Growth**

Place-based strategies for improving communities and regions have coalesced into a movement based on a set of principles known as smart growth. The American Planning Association (APA) defines smart growth as using comprehensive planning to guide, design, develop, revitalize, and build communities that:

- Value long-range, regional considerations of sustainability over short-term, incremental, geographically isolated actions;
- Preserve and enhance valuable natural and cultural resources;
- Equitably distribute the costs and benefits of development;

- Expand the range of transportation, employment, and housing choices in a fiscally responsible manner;
- Promote public health and healthy communities; and
- Have a unique sense of community and place.<sup>1</sup>

In theory, smart growth principles represent a blueprint for creating vibrant, livable communities by designing communities that incorporate mixed uses and mixed incomes, pedestrian-friendliness, and public spaces.

Yet some advocates for communities of color believe that the smart growth movement is just another name for urban renewal policies which not only have *not* benefited low-income people or communities of color, but also have led directly to gentrification and displacement. The smart growth movement is viewed among many low-income communities of color as a white environmentalist-led movement that is not concerned with the equity and social justice issues of these communities. For some, the term “smart growth” connotes a movement that does not represent the interests of communities of color, does not place issues of social equity and social justice at the forefront, and instead addresses private sector interests and/or aesthetic sensibilities.

The Funders’ Network—and the members of its Regional and Neighborhood Equity Project—believes that racial, economic, and social justice need to be at the core of the smart growth movement, otherwise it is not

“smart” growth. True smart growth policies address equity, the economy, and the environment.

Achieving authentic, sustainable progress requires that those

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**True smart growth policies address equity, the economy, and the environment.**

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who live in low-income communities and their advocates be fully engaged and in positions of leadership in the movement for smarter growth. This can only happen if African American, American Indian, Latino, immigrant, and low-income communities come together and take ownership of their place in the smart growth movement, defining the issues in terms that make sense to them and to the society at large. The movement for smarter growth should ensure that low-income communities and communities of color are true partners in these efforts, not an afterthought.

In recent years, regional equity has emerged as the term used by social justice advocates working on land use and

development issues because it fuses the best thinking around smart growth with an emphasis on equity and a deliberate regional framing that levels the playing field for communities traditionally disconnected from land use decisionmaking. In theory, at least, the goals of regional equity and the smart growth movement are almost identical. The fundamental difference is that regional equity leads with opportunity and justice. The Funders’ Network uses the term “regional and neighborhood equity” to emphasize that healthy regions must be made up of healthy neighborhoods.

In the 1990s, advocates for smart growth focused on regional perspectives, but only rarely did these discussions lead with race and equity. In 1999, the Funders’ Network and PolicyLink worked together to produce the first paper in the Network’s series of translation papers, titled, *Opportunities for Smarter Growth: Social Equity and the Smart Growth Movement*.<sup>2</sup> The release of this translation paper marked a turning point for both smart growth and regional and neighborhood equity advocates. Since then, the pursuit of regional and neighborhood equity has become an important and growing part of the work of advocates for social and economic justice and of proponents for better growth management. A growing number of advocates are employing a range of strategies to connect low-income communities and people of color to resources and opportunities available throughout metropolitan areas. The Funders’ Network and PolicyLink continue to work together toward a broad, shared objective: for individuals and families in all communities to participate in and benefit from economic growth, including access to high-performing schools, decent affordable housing located in attractive neighborhoods, living wage jobs, and proximity to public transit and important amenities, such as full service supermarkets, banks, and parks.

### **The Concept of Regional and Neighborhood Equity**

Regional and neighborhood equity advocates such as Carl Anthony, Angela Glover Blackwell, Manuel Pastor, and John Powell have led the fight for civil rights and

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<sup>1</sup> American Planning Association (APA). “What Exactly is Smart Growth? Planners Endorse Policies for Tomorrow’s Communities” (2002).

<sup>2</sup> The Network has now published 16 translation papers (each of which explains the impact of decisionmaking regarding growth and development on key community or environmental issues), as well as a 2<sup>nd</sup> edition of this first translation paper, now called, *Regional Equity and Smart Growth: Opportunities for Advancing Social and Economic Justice in America*. Each translation paper may be downloaded from [www.fundersnetwork.org](http://www.fundersnetwork.org).

social justice issues as they relate to land use decisions.<sup>3</sup> The regional and neighborhood equity movement strives to connect people- and place-based strategies to revitalize the physical environment of distressed communities and improve the lives of the people who live there. The movement is based on an analysis that recognizes that current development patterns are not the natural result of the free market economy. Rather, they flow from public policies that have provided powerful incentives for suburban growth at the expense of central cities, older suburbs, rural communities, and their low-income residents. Access to quality education, decent housing, jobs, and services can only be achieved by changing the way resources, investments, and opportunities are allocated throughout regions.

During the past five years, PolicyLink—working with the Funders’ Network—has promoted equitable development as a framework for achieving regional and neighborhood equity. Equitable development is guided by the following principles:

- **Integrate People- and Place-Focused Strategies.** Advance development and revitalization policies and practices that integrate people-focused strategies such as efforts that support community residents and families with place-focused strategies that stabilize and improve the neighborhood environment.
- **Reduce Local and Regional Disparities.** Craft solutions that simultaneously improve outcomes for low-income communities and build healthy metropolitan regions. Metropolitan areas that pay systematic attention to both regional growth and central city, suburban, and rural poverty issues are more likely to be competitive for national and international economic opportunities. A successful region is comprised by successful neighborhoods.
- **Promote Double Bottom Line Investments.** Seek public and private investments that offer fair financial returns for investors and community benefits for residents (e.g., jobs, homes, businesses).
- **Ensure Meaningful Community Participation, Leadership, and Ownership.** For community residents and organizations to become fully engaged in impacting development decisions, they must have access to the tools, knowledge, and resources that can guarantee meaningful participation.

Using these equitable development principles as guides, this report organizes stories about effective initiatives into three cross-cutting themes:

## Promoting Equitable Public Investment

Public investment decisions ultimately determine the quality of transit systems, the condition of public schools and facilities, and the presence of parks and open space in communities. Too often, policymakers fail to consider the impact of investment decisions on low-income communities. Using public investments to promote regional and neighborhood equity is becoming an important strategy among social justice advocates. Advocates are taking a particular interest in a growing community benefits movement and in promoting equitable infrastructure investments at the state level.

## Making All Neighborhoods Stable, Healthy, and Livable

The movements for regional and neighborhood equity and smarter growth believe that every neighborhood should have a healthy quality of life that provides opportunities for each resident to be connected to regional opportunities. This requires that each neighborhood have a minimum standard of livability below which no community falls. Yet creating opportunity-rich neighborhoods with amenities and services does not necessarily mean that equity is achieved in a region. When a neighborhood in a region experiences economic growth and becomes more attractive to outsiders, it can threaten the stability of low-income communities and the livelihood of residents as the threat of displacement and increased cost of living become harsh realities. Advocates are working to connect neighborhood residents to opportunities that extend beyond the neighborhood’s geographic area, while avoiding gentrification and displacement.

## Connecting to Regional Opportunity

In addition to making each neighborhood healthy and livable, residents need access to opportunities that extend beyond the neighborhood’s geographic boundaries. People need to be able to live in housing that provides a wealth of opportunities as well as have equal access to regional opportunities such as jobs and health care through transportation options. Low-income families who reside in affordable housing close

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<sup>3</sup> Carl Anthony is acting director, Community and Resource Development Unit, Ford Foundation; Angela Glover Blackwell is founder and CEO, PolicyLink; Manuel Pastor is director, Center for Justice, Tolerance, and Community at the University of California, Santa Cruz; and john powell is director, Kirwin Institute on Race and Ethnicity, Moritz College of Law, The Ohio State University (john powell does not use capital letters in his name).

to good schools, employment centers, transportation systems, parks, grocery stores, civic institutions, and services are better positioned to succeed economically and socially. Because of the movement of jobs away from cities, it is fundamental that transportation systems be consciously designed to link low-income communities to economic corridors and jobs.

## Leadership

As the profiles in this report make clear, continuing engagement and leadership from the philanthropic community are keys to effective change. The Funders' Network and its members continue to seed and promote philanthropic and community initiatives that integrate the goals of equity and smart growth. To build understanding of the importance of equity-centered smart growth, the Network convenes leaders from a range of sectors—philanthropy, nonprofit, academic, private, and public—at national meetings that serve as forums for developing common understandings about the relationship between smart growth and equity.

This report highlights stories drawn from the many ways in which foundations are supporting and investing in organizations working to better the quality of life of all residents by addressing land use issues. Some of the profiles highlight grassroots community organizing strategies to address issues such as statewide land use policies. Other profiles illustrate creative ways to minimize the negative impacts of gentrification, while others focus on strategies to merge various issues areas such as transportation, arts, social services, and housing to address social justice concerns in a more holistic way.

For each story, this guide provides a short abstract, a description of the project or organization involved, and the results achieved. The profiles includes discussion about why a foundation decided to fund the project and the lessons learned from the foundation's perspective, the regional and neighborhood equity impacts of the work, and contact people for readers seeking more information. Taken together, the profiles in this report are designed to illustrate how strategic grantmaking can have a profound impact on policy, planning, and places.

## A Note on the Selection Process

The Funders' Network's Regional and Neighborhood Equity Project (RNEP) undertook an extensive selection process to identify the projects profiled in this publication. The process began with a list of more than 70 worthwhile projects throughout the United States and Mexico (outstanding examples of regional and

neighborhood equitable development strategies). Although full descriptions of each of the 70 worthwhile projects could not be included in this report, a sharply-designed map that identifies each of these promising regional and neighborhood equity efforts is included at the end of this report. The stories profiled in this report provide deeper information on 21 of these projects.

The 70 original projects were identified by the Funders' Network, PolicyLink, and members of the RNEP steering committee. In July 2004, the committee finalized selection criteria for the projects to be included, as well as overall diversity criteria for the full report. The project criteria were designed to ensure that each project demonstrate one or more of the following strategies:

- Encouraging collaboration across race, class, city, suburbs, and/or rural areas;
- Ensuring resident/community participation, leadership, and ownership;
- Reducing local/regional disparities;
- Connecting people to regional opportunities;
- Engaging a mix of organizations in the implementation;
- Leveraging government agencies;
- Promoting double bottom line investments; and/or
- Promoting equity in public investment.

The projects were further analyzed to ensure diversity among the profiles, according to the following criteria:

- Type of project (i.e. planning, policy, capacity building, etc.);
- Geographic location;
- Foundation strategies utilized (i.e. grantmaker, convener, investor, etc.);
- Issues addressed; and
- Scale.

There were many more worthy projects than could be included. This report presents simply a sample of the range of innovative approaches that foundations across North America are taking to promote regional and neighborhood equity strategies that will create more livable communities. The stories and resources described in this report are designed to help inspire and inform new efforts to secure social, environmental, and economic justice in neighborhoods and regions throughout North America. Progress is possible, as these creative stories illustrate.

## PART II:

### *Perspectives on Advancing Regional and Neighborhood Equity*

Just years after emerging as a coherent concept for social and economic transformation, the regional and neighborhood equity framework is rapidly gaining currency as the foundation of a burgeoning movement. None would know better what it has taken to bring this evolving field to this point than those at its center. Seven leaders in the field contributed their perspectives on the status of regional and neighborhood equity in a series of interviews conducted for this report.

#### **The Current Situation**

Manuel Pastor has seen evidence of the emergence of the regional equity movement in his work as the director of the Center for Justice, Tolerance, and Community at the University of California, Santa Cruz. “The movement is starting to show signs of maturity. Ten years ago we saw a glimpse of policies that were connecting low-income communities to regional debates, with scattered cheerleaders for change. Now regional equity has really flowered.” Angela Glover Blackwell, founder and CEO of PolicyLink, agrees. “During the past five to six years there has been a conscious focus on pursuing regional equity. People have begun to think of themselves as a field, broad and interconnected. Confidence is growing that this can be more than framing and aspirations.”

Myron Orfield is recognized as one of the pioneers in the use of data to demonstrate geographic inequities. As the founder and president of American Research and Geographic Information Systems (Ameregis) and author of *Metropolitics: A Regional Agenda for Community and Stability*, he has had firsthand exposure to the growing applicability of the regional equity analysis. “It’s becoming more of a broadly accepted frame for people thinking about a variety of development issues. It has put civil rights on more of a regional scale.” Carl Anthony, acting director of the Community and Resource Development Unit at the Ford Foundation, cites more practical evidence that the field is evolving. “The concept of regionalism is more politically viable than ever,” he notes. “Those elected in the suburbs have more of a stake in the future of their geography and a broader political base from which to draw.” David Rusk, consultant on urban and suburban policy, author of *Inside Game/Outside Game*, and one of the early advocates of equity through housing policy,

draws an even starker example of its growing importance. According to Rusk, “Some of the most tangible evidence comes from the emergence of the Gamaliel Foundation as a national network of faith-based coalitions committed to bringing about regional changes. They can raise the moral dimensions, and perhaps more importantly, they mobilize people by the hundreds and by the thousands on these issues. When those committed members pour off the bus, the politicians pay attention. That is decisive.”

Blackwell points out another important development. “The past five years have witnessed a return of well-educated planners and developers to equity work. They have been attracted by the regional framework and they have seen that their skills and values are highly sought. There is real opportunity for leadership and meaningful work.”

#### **The Challenge Ahead**

As with any emergent movement, myriad challenges must be faced. Pastor observes, “To be effective,

community-based organizations now have to understand complex transportation and affordable housing issues. Beyond making projects work politically, they have to know how they pencil out. You have to understand your economic context.” Nor is the path to equitable development unimpeded. “This work is coming together in the face of some of the most entrenched forces in society,” notes Blackwell. “Resistant developers, homeowners, local elected officials suspicious of any regional agenda—even straight prejudice. Overcoming those forces is the next push. We are not naïve about the challenge this presents. It will take political will and authentic alliances.”

Ben Starrett agrees. As executive director of the Funders’ Network for Smart Growth and Livable

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“The past five years have witnessed a return of well-educated planners and developers to equity work. They have been attracted by the regional framework and they have seen that their skills and values are highly sought. There is real opportunity for leadership and meaningful work.”

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—Angela Glover Blackwell

Communities, he has unique perspective on how equity issues are viewed in diverse arenas. “The language of regional equity is still a challenge to engaging business or others winning under the current system. Can we demonstrate the win-win scenarios that will lead to the nontraditional alliances we need to gain needed reforms?”

John A. Powell identifies the very essence of regional equity as inherently challenging. In his role as director of the Kirwin Institute on Race and Ethnicity, Moritz College of Law, The Ohio State University, he fully understands the complexity which a regional equity agenda can present. “Most of our work relates to individual projects,” he observes. “This does not allow us to show the connection between issues, which is in truth the beauty of regional equity—it provides solutions that blend the

issues and focuses on fairness. But the case can be hard to make for such efforts.”

Orfield sees the combinations of skills needed to advance regional equity as a major challenge to balance, but one well worth the reward.

“Litigation.

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**“Litigation. Organizing. Advocacy. When these three act together, the most significant change occurs. They can really play each other out in a very savvy way.”**

— Myron Orfield

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Organizing. Advocacy. When these three act together, the most significant change occurs. They can really play each other out in a very savvy way. Look at the 1964 Civil Rights Act, the 1965 Voting Rights Act, the 1968 Fair Housing Act. The environmental justice movement, gay rights. When things happen that affect equity, all three are happening in concert. Right now, we have a lot of organizations utilizing a single tool, mainly because that is all they can manage.”

While progress is spreading, the pace of its discovery is modest. “Only a small group really understands and effectively advocates for regional equity,” Anthony points out. “There are many challenges to achieving a more broad-based understanding.” A critical element in building the awareness of the movement is increased leadership development for policy change. Pastor applauds organizations stepping up to fill this need. “Some of the most effective groups working on regional equity have leadership development programs. They are

conscious about political and economic education. They place debates in the context of broader issues.”

“In some ways, public space is probably one of the most important issues facing the world,” says Powell. “The control of space is important in how we distribute opportunity and burdens. So we have to be careful that regionalism is not seen simply as an urban American movement—it is going to become more important for everyone. We have to understand how elements of regional equity play out in different contexts.”

Blackwell raises a sensitive issue that faces the movement. “There is another major challenge: the leaders of this field need foundations to stick with them. This change will not come in a day, so foundations need to be with them, truly committed. Leaders need long-term, patient capital, skill, visibility, and clout. Some foundations are recognizing the power of the regional framework.”

Finally, Anthony succinctly states perhaps the greatest challenge ahead. “At heart, regional equity is about issues still difficult for people and institutions to come to honest terms with: race and class.”

### **Strengthening the Movement**

There is clarity among leaders of the movement about what it will take to advance regional equity in the coming years. Blackwell sees promise in the direction philanthropy has taken in its investment in equity, but knows it will take more than that alone. “We need foundations to support anchor institutions in local communities and national intermediaries to weave the big story. Journalists who can begin to change the conversation at the local level to alert the nation that something is afoot. Elected officials to begin to build a new regional agenda. Academics to provide intellectual underpinnings.” Orfield points to even more fundamental change that needs to occur. “We have to weave the threads. Fundamentally, the movement has to continue embracing the objectives of civil rights. We need nothing less than the racial, social, and economic integration of society. We have to influence those who change the rules of the game.”

Pastor offers some concrete options for making that happen. “By developing the capacity of the movement, by supporting leadership development programs and institution building, through peer-to-

peer work, we can reestablish a significant role for research—the often forgotten component of the movement as we move to action,” he says. “Part of what drove the movement was some pretty interesting studies on how inequity plays out in communities. Research and organizing need to go hand in hand.” Anthony sees future success tied to the people the movement can serve. The broadening interest of the middle class in improving regional equity must be articulated and effectively communicated, because the language used to discuss regional equity concepts is not yet accessible enough to wide audiences.

### **A Role for Philanthropy and Other Partners**

“There really are these three kinds of basic regionalisms: economic, environmental, and regional equity, which positions itself to be able to address better social disparity,” Pastor postulates. “Foundations can be institutions that ensure there is a serious equity component. They can increase engagement, build capacity, encourage investment, reach business groups. These are things foundations can bring forward to the table; they can weave together institutions.”

Starrett points to several steps that he has seen foundations take in his organization’s role as a philanthropic affinity group committed to smarter growth policies and practices and equity issues. “We know foundations can provide direct, core operating support for proactive organizing, effective intermediaries, and institutions that generate strategic applied research. We know that this kind of grantmaking works. Now we need to see more of it throughout philanthropy.”

Anthony agrees that there is a specific role for philanthropy in advancing regional equity. “A generation of regional equity demonstrations that connect a policy framework to outcomes and larger constituencies is developing. These demonstrations can be used to convene actors, build networks, encourage cross-issue collaboration, and take race and class out of the closet.

“The political climate of the day supports the dominance of narrow interests that undermine community,” notes Powell. “Regional equity is saying that we have to have a collective shared community that exists consistently. Public education, intermediaries, and other organizations that connect

equity to the greater public good can get crucial support from philanthropy.”

Foundations are not the only critical partner as the movement goes forward. As Blackwell notes, “Regional equity must connect to the interest of the private sector in

order to be successful. Therefore during this next period, we must be building those relationships, finding the language to speak to business ... crafting win-win scenarios becomes essential.” Part of that process will be making a stronger case that the policies and strategies

embraced by regional equity actually work. “We have to demonstrate how we measure regional equity statistically,” declares Rusk, an accomplished researcher in his own right. “We have to bring some real rigor to define what we are trying to do—are we getting there?” Pastor agrees. “This movement has made quite a lot of progress. A critical reflection now opens up the way for a lot of exciting work.”

Blackwell offers a caution as the work goes forward. “Issue-based agendas will not ultimately procure the groundswell needed for transformation to a society where everyone can participate and prosper. Regional equity has to catch fire the way the suburbanization of America did, or the environmental movement. We need a vision that builds a society that focuses on capturing the best everyone has to offer. That is as tall an order as it gets. The intermediate steps come out of our work today, but ultimately that is what will have to happen.”

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“Foundations can be institutions that ensure there is a serious equity component. They can increase engagement, build capacity, encourage investment, reach business groups. These are things foundations can bring forward to the table; they can weave together institutions.”

—Manuel Pastor

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## PART III:

### *Stories of Philanthropic Leadership in Advancing Regional and Neighborhood Equity—A Framework for Action*

The 21 stories included in this report describe the projects, nonprofit organizations, and philanthropic partners involved in accomplishing work to achieve better outcomes in neighborhoods and regions. In an attempt to encourage further investment by grantmakers in innovative strategies to advance equity-centered smarter growth policies and practices in both regions and neighborhoods, these stories are told primarily from the perspective of the foundations who have provided financial (and other) support.

Each profile employs the same structure and includes the following sections: a brief abstract; background information on the project; details regarding what interested the funders in the project; the regional/neighborhood equity impacts of the work; results achieved; and lessons learned thus far by the foundations providing support. The profiles conclude with contact information for key leaders who provided content for the stories. Please note that for the most part, direct quotes attributed in the stories are the result of interviews with these leaders.

Using equitable development principles as a guide, this report organizes stories about effective initiatives to advance regional and neighborhood equity into three cross-cutting themes.

#### **Section 1: Promoting Equitable Public Investment**

Public investment decisions ultimately determine the quality of transit systems, the condition of public schools and facilities, and the presence of parks and open space in communities. Too often, policymakers fail to consider the impact of investment decisions on low-income communities. Using public investments to promote regional and neighborhood equity is becoming an important strategy among social justice advocates. Advocates are taking a particular interest in a growing community benefits movement and in promoting equitable infrastructure investments at the state level.

#### **Section 2: Making All Neighborhoods Stable, Healthy, and Livable**

The movements for regional and neighborhood equity and smarter growth believe that every

neighborhood should have a healthy quality of life that provides opportunities for each resident to be connected to regional opportunities. This requires that each neighborhood have a minimum standard of livability below which no community falls. Yet creating opportunity-rich neighborhoods with amenities and services does not necessarily mean that equity is achieved in a region. When a neighborhood in a region experiences economic growth and becomes more attractive to outsiders, it can threaten the stability of low-income communities and the livelihood of residents as the threat of displacement and increased cost of living become harsh realities. Advocates are working to connect neighborhood residents to opportunities that extend beyond the neighborhood's geographic area, while avoiding the negative impacts of gentrification, such as displacement.

#### **Section 3: Connecting to Regional Opportunity**

In addition to making each neighborhood healthy and livable, residents need access to opportunities that extend beyond the neighborhood's geographic boundaries. People need to be able to live in housing that provides a wealth of opportunities as well as have equal access to regional opportunities such as jobs and health through transportation options. Low-income families who reside in affordable housing close to good schools, employment centers, transportation systems, parks, grocery stores, civic institutions, and services are better positioned to succeed economically and socially. It is fundamental that transportation systems be consciously designed to link low-income communities to economic corridors and jobs because of the movement of jobs away from cities.

Following is an alphabetical list of the grantmakers whose stories are highlighted in the 21 profiles that follow, including the location of the foundation's headquarters, website address, and mission/vision statement.

**Annie E. Casey Foundation**

Baltimore, Md.

[www.aecf.org](http://www.aecf.org)

The primary mission of the Annie E. Casey Foundation is to foster public policies, human service reforms, and community supports that more effectively meet the needs of today's vulnerable children and families.

**Barr Foundation**

Boston, Mass.

[www.barrfoundation.org](http://www.barrfoundation.org)

The Barr Foundation is a private foundation committed to enhancing the quality of life for all of Boston's citizens. While its primary areas of emphasis are education and the environment, the Foundation also provides support to arts and cultural activities.

**The California Endowment**

Woodland Hills, Calif.

[www.calendow.org](http://www.calendow.org)

The California Endowment's mission is to expand access to affordable, quality health care for underserved individuals and communities and to promote fundamental improvements in the health status of all Californians.

**Catholic Campaign for Human Development**

Washington, D.C.

[www.usccb.org/cchdl/](http://www.usccb.org/cchdl/)

The Catholic Campaign for Human Development (CCHD) is the domestic anti-poverty, social justice program of the U.S. Catholic bishops. Its mission is to address the root causes of poverty in America through promotion and support of community-controlled, self-help organizations and through transformative education.

**S.H. Cowell Foundation**

San Francisco, Calif.

[www.shcowell.org](http://www.shcowell.org)

The goal of the S.H. Cowell Foundation is to improve the quality of life of children living in poverty in Northern California by making grants that support and strengthen their families and the neighborhoods where they live.

**Enterprise Foundation**

Columbia, Md.

[www.enterprisefoundation.org](http://www.enterprisefoundation.org)

For more than two decades, The Enterprise

Foundation has been working in neglected communities nationwide to provide those opportunities that all Americans deserve, such as a decent home in a safe, thriving community; access to steady employment; a good education; and quality child care. The Foundation has 17 offices in the United States, serving the particular needs of different cities, states, and populations.

**Fannie Mae Foundation**

Washington, D.C.

[www.fanniemaefoundation.org](http://www.fanniemaefoundation.org)

The Fannie Mae Foundation creates affordable homeownership and housing opportunities through innovative partnerships and initiatives that build healthy, vibrant communities across the United States. The Foundation is specially committed to improving the quality of life for the people of its hometown, Washington, D.C., and to enhancing the livability of the city's neighborhoods.

**The Field Foundation of Illinois**

Chicago, Ill.

[www.fieldfoundation.org](http://www.fieldfoundation.org)

The Field Foundation seeks to provide for community, civic, and cultural organizations in the Chicago area, enabling both new and established programs to test innovations, to expand proven strengths, or to address specific, time-limited operational needs.

**Ford Foundation**

New York, N.Y.

[www.fordfound.org](http://www.fordfound.org)

The Ford Foundation is an independent, nonprofit grantmaking organization. For more than half a century it has been a resource for innovative people and institutions worldwide, guided by its goals of strengthening democratic values, reducing poverty and injustice, promoting international cooperation, and advancing human achievement. With headquarters in New York, the Foundation has offices in Africa, the Middle East, Asia, Latin America, and Russia. The Community and Resource Development Unit of the Foundation embraces the new regional equity approach to development because it supports community-driven regional policies and practices that foster public and private investments that are equitable, just, and environmentally sustainable.

### **Evelyn and Walter Haas, Jr. Fund**

San Francisco, Calif.

[www.haasjr.org](http://www.haasjr.org)

The Evelyn and Walter Haas, Jr. Fund is dedicated to celebrating and building community. It seeks to create vibrant, safe neighborhoods that support the healthy development of young people and the well-being of their families. The Fund also seeks to strengthen the bonds of mutual respect among people from all walks of life to pursue common interests and contribute to the larger community. Through its grantmaking, the Fund aspires to serve as a voice of hope and a positive, unifying force for social change.

### **Hartford Foundation for Public Giving**

Hartford, Conn.

[www.hfpg.org](http://www.hfpg.org)

As greater Hartford's community-wide charitable endowment, the Hartford Foundation for Public Giving is permanently committed to improving the quality of life for residents throughout the region. To achieve this goal, it: provides financial and other support that enables people and institutions to serve the community effectively; promotes informed charitable giving in order to expand the region's philanthropic resources; and participates actively in efforts to identify important community needs and opportunities, as well as the means to address them.

### **Houston Endowment Inc. (HEI)**

Houston, Texas

[www.houstonendowment.org](http://www.houstonendowment.org)

The Houston Endowment is a private philanthropic foundation that improves life for the people of the greater Houston area through its contributions to charitable organizations and educational institutions.

### **The Hyams Foundation**

Boston, Mass.

[www.hyamsfoundation.org](http://www.hyamsfoundation.org)

The Hyams Foundation's mission is to increase economic and social justice and power within low-income communities in Boston and Chelsea, Mass.

### **International Community Foundation (ICF)**

San Diego, Calif.

[www.icfdn.org](http://www.icfdn.org)

The International Community Foundation seeks to

increase charitable giving and volunteerism across U.S. borders to benefit overseas nonprofit organizations and communities primarily in Baja California, Mexico.

### **Jacobs Family Foundation**

San Diego, Calif.

[www.jacobsfamilyfoundation.org](http://www.jacobsfamilyfoundation.org)

As a partner in community change, the Jacobs Family Foundation's vision is to be part of a caring community where people are responsible to each other, where cultures are embraced, where sustaining resources are in place for vibrant economic and philanthropic life, and where residents create the future they envision. This vision has led the Foundation to a mission of exploring new philanthropic roles and relationships for strengthening under-invested neighborhoods, making grants that support innovative, practical, and sustaining strategies for community change.

### **W.K. Kellogg Foundation**

Battle Creek, Mich.

[www.wkkf.org](http://www.wkkf.org)

The W.K. Kellogg Foundation's mission is to help people help themselves through the practical application of knowledge and resources to improve their quality of life and that of future generations. Since its beginning 75 years ago, the Foundation has continuously focused on building the capacity of individuals, communities, and institutions to solve their own problems.

### **LaSalle Bank**

Chicago, Ill.

[www.lasallebank.com](http://www.lasallebank.com)

LaSalle Bank believes that to be a good corporate citizen means being actively involved in the community. Therefore, the Bank dedicates a full-time staff to community development and volunteer programs and supports a wide range of nonprofit activities including support for long-term plans for neighborhood economic growth.

### **Local Initiatives Support Corporation (LISC)**

New York, N.Y.

[www.lisc.org](http://www.lisc.org)

Local Initiatives Support Corporation (LISC) helps resident-led, community-based development organizations transform distressed communities and

neighborhoods into healthy ones—good places to live, do business, work, and raise families. By providing capital, technical expertise, training, and information, LISC supports the development of local leadership and the creation of affordable housing, commercial, industrial, and community facilities, businesses, and jobs.

### **The John D. and Catherine T. MacArthur Foundation**

Chicago, Ill.

[www.macfound.org](http://www.macfound.org)

The John D. and Catherine T. MacArthur Foundation is a private, independent grantmaking institution dedicated to helping groups and individuals foster lasting improvement in the human condition. Through the support it provides, the Foundation fosters the development of knowledge, nurtures individual creativity, helps strengthen institutions, helps improve public policy, and provides information to the public, primarily through support for public interest media.

### **Marin Community Foundation**

Novato, Calif.

[www.marincf.org](http://www.marincf.org)

The mission of Marin Community Foundation is to encourage and apply philanthropic contributions to help improve the human condition, embrace diversity, promote a humane and democratic society, and enhance the community's quality of life, now and for future generations.

### **Marshall L. and Perrine D. McCune Charitable Foundation**

Santa Fe, N.M.

[www.nmmccune.org](http://www.nmmccune.org)

It is the mission of the Marshall L. and Perrine D. McCune Charitable Foundation, Inc., to memorialize its benefactors through grants which enrich the cultural life, health, education, environment, and spiritual life of the citizens of New Mexico. The Foundation supports philanthropic programs which are responsive, flexible, and may be proven effective by aiding the people of New Mexico to reach their full human and spiritual potential.

### **The Meadows Foundation**

Dallas, Texas

[www.mfi.org](http://www.mfi.org)

The Meadows Foundation exists to assist people and

institutions of Texas improve the quality and circumstances of life for themselves and future generations. It strives to exemplify the principles of its founder in addressing basic human needs by working toward the elimination of ignorance, hopelessness, and suffering, protecting the environment, providing cultural enrichment, encouraging excellence, and promoting understanding and cooperation among people.

### **Michigan Land Use Funders Group**

Grand Haven, Mich.

[www.cmif.org/Government/LandUse\\_About.htm](http://www.cmif.org/Government/LandUse_About.htm)

The Michigan Land Use Funders Group is an informal coalition that includes funders engaged in grantmaking on land use, farmland protection, and urban revitalization. This includes funders who are involved in supporting innovative projects that encompass a range of cross-cutting issues and interests, such as historic preservation, environmental protection, educational quality, land acquisition, job training, affordable housing, ecosystem management, and more. While the grantmaking interests are varied, there is one belief in common among those involved: current land use trends and patterns are endangering the state of Michigan and the quality of life of its residents.

### **Charles Stewart Mott Foundation**

Flint, Mich.

[www.mott.org](http://www.mott.org)

The Charles Stewart Mott Foundation supports efforts that promote a just, equitable, and sustainable society. It was established in 1926 because of a deep concern about the welfare of the community of Flint, Mich.

### **The New World Foundation**

New York, N.Y.

[www.newwf.org](http://www.newwf.org)

Since 1954, The New World Foundation's grantmaking has supported organizations working to strengthen and expand civil rights and the active participation of citizens in American democracy. Its strategy is to support the building of social movements by supporting organizing, which builds a sustainable mass base of activists in viable organizations. The Foundation does this on a range of issues and among constituencies all over the country.

### **Peninsula Community Foundation**

San Mateo, Calif.

[www.pcf.org](http://www.pcf.org)

The mission of Peninsula Community Foundation is to connect people, ideas, and resources for the common good.

### **William Penn Foundation**

Philadelphia, Pa.

[www.williampennfoundation.org](http://www.williampennfoundation.org)

The William Penn Foundation's mission is to improve the quality of life in the greater Philadelphia region through efforts that foster rich cultural expression, strengthen children's futures, and deepen connections to nature and community. In partnership with others, the Foundation works to advance a vital, just, and caring community.

### **Philadelphia Neighborhood Development Collaborative (PNDC)**

Philadelphia, Pa.

[www.pndc.net](http://www.pndc.net)

Founded in 1991, the Philadelphia Neighborhood Development Collaborative (PNDC) is a joint effort by foundations, corporations, and government that are seeking to assist community development corporations (CDCs) in their mission to stabilize and revitalize neighborhoods. As a collaborative, PNDC seeks to build organizational capacity of select community development organizations by providing financial and technical resources to assist in stabilizing and revitalizing their neighborhoods.

### **Price Charities**

San Diego, Calif.

[www.pricecharities.org](http://www.pricecharities.org)

Price Charities consists of three philanthropic entities inspired by San Diego's Price Family: Price Family Charitable Fund and San Diego Revitalization Corporation, both California nonprofit public benefit corporations, and Weingart-Price Fund, an advised fund of The San Diego Foundation. Price Charities concentrates its charitable giving along three major lines: projects aimed at revitalizing the community of City Heights; projects focused on building better communities in San Diego and Imperial Counties; and the Aaron Price Fellows program which is targeted at opening new doors for high school students in San Diego.

### **The Retirement Research Foundation**

Chicago, Ill.

[www.rrf.org](http://www.rrf.org)

For more than 20 years, The Retirement Research Foundation (RRF) has been at the forefront of efforts to meet the ever-changing needs of older Americans. The Foundation invests to help build a network of innovative and skilled individuals and institutions committed to addressing aging and retirement issues by focusing on efforts that: enable older adults to live at home or in residential settings that facilitate independent living; improve the quality of care at nursing homes; leverage the wisdom and experience of older adults and promote community involvement; and increase understanding of the aging process and age-associated diseases.

### **The San Diego Foundation**

San Diego, Calif.

[www.sdfoundation.org](http://www.sdfoundation.org)

The San Diego Foundation's purpose is to improve the quality of life within all of its communities by promoting and increasing responsible and effective philanthropy. The Foundation's mission is to: assist donors to build and preserve enduring assets for charitable purposes in all of San Diego's communities; monitor and assess changing needs; meet those needs through financial awards and organizational support; and convene members of the community to promote creative dialogue and action on issues affecting our communities.

### **San Diego Neighborhood Funders (SDNF)**

San Diego, Calif.

[www.uwsd.org/matters/partners.asp](http://www.uwsd.org/matters/partners.asp)

By working and learning together, San Diego Neighborhood Funders (SDNF) helps deepen understanding and broadens the impact grantmakers have in neighborhood change. Its current focus is on the ten neighborhoods in the Diamond area of San Diego. United Way of San Diego County serves as the fiscal agent for SDNF.

### **The San Francisco Foundation**

San Francisco, Calif.

[www.sff.org](http://www.sff.org)

The San Francisco Foundation mobilizes resources and acts as a catalyst for change to build strong communities, foster civic leadership, and promote philanthropy.

### **Charles and Helen Schwab Foundation**

San Mateo, Calif.

[www.schwabfoundation.org](http://www.schwabfoundation.org)

The Charles and Helen Schwab Foundation is a private charitable organization that stewards a philanthropic vision of building partnerships to improve lives. Through direct service and partnership in grantmaking initiatives, the Foundation seeks to impact individual lives in a meaningful, lasting way and work collaboratively to inform philanthropic practices.

### **Alfred P. Sloan Foundation**

New York, N.Y.

[www.sloan.org](http://www.sloan.org)

The Sloan Foundation was established in 1934 and is based in New York City. Most Sloan Foundation grants concern science and technology and total about \$55 million per year. The Foundation's "Performance Assessment of Municipal Governments" program area's objective is to make the use of performance measures which reflect citizen perspectives widespread and commonplace. Grantmaking in this program area includes grants to organizations that measure municipal performance per community-based priorities.

### **Surdna Foundation**

New York, N.Y.

[www.surdna.org](http://www.surdna.org)

The Surdna Foundation is a New York City-based family foundation that focuses in five grantmaking areas: environment, community revitalization, effective citizenry, arts, and the nonprofit sector.

### **Unitarian Universalist Veatch Program at Shelter Rock**

Manhasset, N.Y.

[www.uucsr.org/veatch](http://www.uucsr.org/veatch)

The Unitarian Universalist Veatch Program at Shelter Rock supports Unitarian Universalist organizations that foster the growth and development of the denomination and that increase the involvement of Unitarian Universalists in social action. The Program has expanded to include nonprofit, non-denominational organizations whose goals also reflect Unitarian Universalism's seven principles: 1) a believe in the inherent worth and dignity of every person; 2) justice, equity, and compassion in human relations; 3) acceptance of one another and encouragement of spiritual growth; 4) a free and

responsible search for truth and meaning; 5) the right of conscience and the use of democratic process; 6) the goal of world community with peace, liberty, and justice for all; and 7) respect for the interdependent web of all existence of which we are a part.

### **U.S. Environmental Protection Agency (EPA)**

Washington, D.C.

[www.epa.gov/smartgrowth](http://www.epa.gov/smartgrowth)

The U.S. EPA provides federal resources and support to encourage smart growth and development. The EPA works with states and communities to find ways to grow while minimizing environmental and health impacts. To move the smart growth agenda forward, EPA works with federal agencies, state and local governments, communities, and the development, banking, and other private business sectors to: identify areas of new policy initiatives; facilitate collaboration and communication between these varied interests; provide technical assistance; and create incentives for increasing the efficiency of environmental protection.

### **Wachovia Regional Foundation**

Philadelphia, Pa.

[www.wachovia.com/regionalfoundation](http://www.wachovia.com/regionalfoundation)

The Wachovia Regional Foundation aims to improve the quality of life for children and families living in low-income neighborhoods in New Jersey, Delaware, and eastern Pennsylvania by concentrating its resources on the creation and implementation of resident-driven neighborhood plans.

### **Woods Fund of Chicago**

Chicago, Ill.

[www.woodsfund.org](http://www.woodsfund.org)

Woods Fund of Chicago is a grantmaking foundation whose goal is to increase opportunities for less advantaged people and communities in the metropolitan area, including the opportunity to shape decisions affecting them. The Foundation works primarily as a funding partner with nonprofit organizations. Woods supports nonprofits in their important roles of engaging people in civic life, addressing the causes of poverty and other challenges facing the region, promoting more effective public policies, reducing barriers to equal opportunity, and building a sense of community and common ground.



# Section 1:

*Promoting Equitable Public Investment*





## I. A. BUILDING POWER AND GIVING VOICE TO COMMUNITY CONCERNS: COMMUNITY BENEFITS AGREEMENTS

### Foundations Highlighted:

Ford Foundation

The New World Foundation

Unitarian Universalist Veatch Program at Shelter Rock

*“When it comes to major developments, the powerful and wealthy weigh in; but poor people have no avenue to become engaged. Community Benefits Agreements create a voice to gain measurable benefits.”*

— Carl Anthony, Ford Foundation

When executed before development agreements are signed with governmental officials, a Community Benefits Agreement (CBA) brings to the decisionmaking process vocal and visible community advocates instead of adversaries. With a CBA, the community to be impacted by a development proposal and the developers stand united before governmental officials in support of major proposed developments. This profile demonstrates the benefits of CBAs, which provide the legal means for project funders to ensure that prosperity doesn't go past the doors of residents, but provides them with an improved quality of life.

### Project Profile

A Community Benefits Agreement, or CBA, is the legally enforceable and negotiated result of agreements reached by community-based organizations and developers that often represent win-win solutions for the community and the developer. In CBA negotiations, a developer agrees to provide specific and measurable community benefits that the community has a role in identifying through up-front dialogues. In return, residents and community-based organizations agree to support a proposed project when it comes before governmental bodies entrusted with authority to make decisions on zoning, infrastructure, or subsidies.

In June 2004, the Ford Foundation convened a Community Benefits Roundtable, bringing together

key CBA leaders and public policy advocates throughout the country to share and learn from their collective experiences. “Even with the best intentions,” observes Carl Anthony, acting director of the Ford Foundation's Community and Resource Development Unit, “the table is unbalanced on large-scale projects. When it comes to major developments, the powerful and wealthy weigh in. But poor people have no avenue to become engaged. Community Benefits Agreements create a voice to gain measurable benefits.”

“Without CBAs,” continues Anthony, “elected officials are in a dilemma. The poor have no say and their quality of life goes down while that of the region goes up. But with them, we create a voice and technical competence to gain measurable benefits.”

Adding his support to CBAs, Chad Jones, program associate for The New World Foundation's Phoenix Fund, declares, “This is a major area of activism based on our belief that organizations of the working poor should be led by leaders indigenous to their communities.”

“We focus on two levels of democratic processes: democratic conditions and democratic practices,” explains Jones. “In the first area, we're concerned with racial and gender equality and leadership transmission. In the second area, we're concerned with structures of accountability, indigenous leadership, participatory planning, political advocacy, and collaborative styles of work. The [CBA] process is

participatory and so expands the pool of beneficiaries of economic redevelopment projects that are heavily subsidized.”

The following examples highlight the capacity that CBAs have to exert influence and forge inclusion in different locales, as demonstrated by the Figueroa Corridor Coalition for Economic Justice in Los Angeles, the Good Jobs and Livable Neighborhoods Coalition in Milwaukee, Wis., and the Alliance for Good Jobs and Housing for Everyone in Seattle.

*“Without CBAs elected officials are in a dilemma. The poor have no say and their quality of life goes down while that of the region goes up. But with them, we create a voice and technical competence to gain measurable benefits.”*

— Carl Anthony

## Los Angeles

The 1999 completion of the Los Angeles sports and convention venue—the Staples Center—represents a major and multi-dimensional success. Researchers from the University of California, Los Angeles, local labor unions, and community residents all worked with Strategic Actions for a Just Economy (SAJE), Los Angeles Alliance for a New Economy (LAANE), and Los Angeles' Figueroa Corridor Coalition for Economic Justice to craft a CBA that is now considered a model for economic justice.



The Los Angeles Alliance for a New Economy (LAANE) convenes a neighborhood demonstration covered by the local media. (Source: LAANE).

Organized under the banner of the Figueroa Corridor Coalition for Economic Justice (convened and led by SAJE), neighborhood concerns for congestion, child safety, and increased crime led to a precedent-setting CBA that included:

- A 20 percent set-aside for affordable housing;
- 70 percent of new jobs guaranteed to offer workers livable wages;
- Hiring preferences that gave local and displaced residents first opportunities for employment;
- \$1 million dedicated to community parks and recreation; and
- Community input on the project's commercial tenants.

Reflecting on the Staples Center experience, executive director of LAANE, Madeline Janis-Aparicio, observes, “We’re talking about changing the paradigm of economic development, changing the power imbalance between the public and private sectors.” The community’s successful role in the Staples Center CBA led to an even larger one, addressing expansion and modernization of the Los Angeles International Airport (LAX). An estimated

\$500 million CBA is attached to an \$11 billion project and will benefit low-income communities of color located near the airport.

On December 7, 2004, the Los Angeles City Council approved—on a 14 to 1 vote—the development proposal and accompanying CBA that require:

- A five-year, \$25 million job training program requiring the involvement of every company doing business at the airport or as part of its construction—effective on the date of local governmental adoption;
- \$200 million for local school improvements including emerging technologies and physical improvements such as windows and shelters;
- Residential sound-proofing for an estimated 300,000 residents in surrounding neighborhoods;
- An anti-toxin and greening agenda that calls for green building practices, electrified gates to minimize plane fumes, and the scheduled phase-out of diesel equipment;
- A living wage of at least \$9.00 an hour plus benefits offered by all jobs generated by the project; and
- Training for local community residents by participating building trades through their apprentice programs.

With the City Council’s passage, the approval process now advances to the federal level. By July 2005, LAANE’s Janis-Aparicio anticipates the negotiated agreements will take effect. Between the Staples and LAX agreements, these coalition efforts also negotiated five other CBAs, impacting approximately 5,000 jobs and creating hundreds of new affordable housing units.

## Milwaukee, Wis.

While a major sports venue and airport expansion triggered CBAs in Los Angeles, it was a new downtown development project in Milwaukee, Wis., that served as a catalyst for an alliance among poor people, faith-based organizations, unions, and public

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“We’re talking about changing the paradigm of economic development, changing the power imbalance between the public and private sectors.”

— Madeline Janis-Aparicio

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policy advocates. In 2002, Milwaukee’s municipal officials were considering what would be the best new use of a 60-acre tract of open land resulting from the demolition of the Park East Freeway on the north edge of downtown. Despite the lack of an existing organization, related statistics, or detailed research, Milwaukee residents sensed an urgency to act.

According to Dr. Kathleen Mulligan-Hansel, former director of the Working Families Project at the Institute for Wisconsin’s Future, in the early advocacy days, “The hard part was keeping us together.” That alliance became the Milwaukee Good Jobs and Livable Neighborhoods Coalition, comprised of 29 metro organizations pushing for downtown redevelopment with an accompanying CBA.

After an 18-month effort to advance the group’s CBA, on a 9 to 6 vote in June 2004, Milwaukee’s Common Council rejected the suggested reforms. At the heart of the controversy were measures to add prevailing wage standards and affordable housing thresholds to city-subsidized projects. Opponents successfully argued to “let the marketplace decide.” As a result, the Milwaukee Council’s action limited prevailing wage requirements to contractors with at least a \$500,000 city subsidy. Surprisingly, before the Council’s vote, many minority businesses expressed concerns that by imposing prevailing wages, their operations would suffer.

Reflecting on the experience, Mulligan-Hansel, the Coalition’s co-chair observes, “We tried to win agreement in a broad public policy overture. We might have won if that agreement goal had been with only a developer.” Defeated but not discouraged or disbanded, the Coalition shifted its advocacy efforts towards gaining support for their CBA from the county, because Milwaukee County held title to a portion of the acreage.

On October 28, 2004, 11 members of Milwaukee County’s Board of Supervisors introduced a resolution endorsing the CBA. By the time the measure came to a vote on December 16, 2004, it had gained both support and public attention. Before a standing-room-only audience, the resolution passed on a 15 to 4 vote. Following the vote, Mulligan-Hansel celebrated, “This is a major victory for residents in the city who need good jobs and housing.” Rev. Joseph Jackson, pastor of Evergreen Baptist Church and president of Milwaukee

Innecity Congregations Allied for Hope (MICAH), the Coalition’s faith-based partner, added, “We have set a standard for all development in the city and this standard will benefit the entire Milwaukee community in the long run.” Although the Coalition’s celebratory mood proved premature when Milwaukee County’s Executive vetoed the action on January 7, 2005, less than a month later, on February 3, 2005, the Milwaukee County Board of Supervisors overrode that veto with a second and final 15 to 4 vote.

### Seattle

In Seattle, named by *Forbes* magazine as the nation’s least affordable city in 2004, the Seattle Alliance for Good Jobs and Housing for Everyone (SAGE) has been working since 2000 to better support Seattle’s low-wage workers. A strategic, broad-based partnership of labor and community organizations, SAGE heavily focuses on improved working and living conditions.

Through early and successful advocacy, SAGE won public policy victories before forming the Coalition for Healthy Communities in 2003. Affordable housing advocates, environmental groups, low-wage union workers, all came together to understand their collective stake in redevelopment plans.

In the spring 2004, SAGE began negotiating a CBA with Vulcan, Inc., a Seattle developer. Vulcan’s proposed South Lake Union Development Project sought to transform an area dominated by marine-based businesses, warehousing, light manufacturing, and low-income housing into a biotech park. As envisioned, the project would also require substantial public support on infrastructure investments and zoning modifications. The SAGE alliance identified its goals of ensuring:

- Livable wage jobs;
- Transportation choices—advocating a mix of public transit, bicycle paths, and pedestrian walkways;
- Improved environment and sustainability—park spaces and upgrading of recreational amenities, green buildings, and reduced energy demand through better insulation and/or construction;
- A housing preservation strategy that would mix old and new dwellings with particular emphasis to the usable life of buildings with historic significance; and

- A dedicated 20 percent of new housing units that provide affordable housing for residents with incomes that are 50 percent or less of the median and an additional 17 percent of housing for households with incomes that are under 80 percent of the median.

According to SAGE's director, Alice Woldt, "Seattle's circumstances presented a big opportunity." The project's 370-acre footprint included 125-acres of public right-of-way. Additionally, in January 2004, Seattle's median income for a single-person household was \$54,500; for a family of four, median income was \$77,900. Furthermore, 23,610 jobs were expected to be created over a 16 to 20 year period.

"We reviewed LAANE's experience," describes Woldt. "Right now our Coalition is partnering more with the city than with the developer. [The developer] needs decisions and support from the city

council to make the project a success. The Coalition has asked for the city to bring the developer to the table in hopes of gaining community support."

The comprehensive set of issues that SAGE advocates has stalled on three specific points. The first is affordable housing. To date, the developer has yet to view affordable housing standards as

a project responsibility. Additionally, a Card-Check Neutrality agreement is still outstanding (this simpler and quicker route to union organizing allows workers sign card agreements as opposed to a National Labor Relations Board vote). Finally, the Responsible Contractor agreement is also in question (a practice whereby businesses agree to utilize goods and services from a "union-friendly list" of businesses that already pay prevailing wages, benefits, and training for their workers).

Due to the stalled negotiations, as of the end of 2004, the Coalition is reviewing its original issues and also assessing existing levels of support from

both city departments and council members, looking for leverage with each.

### Funder Interest

The democratic practices that characterize CBAs were a deciding factor that encouraged the funders mentioned here to lend financial support to the efforts described in this profile. The New World Foundation's Jones remarks that, "A significant factor in funding a CBA project is the democratic practice demanded of participants. Not only does it require that a developer's plans are agreeable to the larger community, but CBAs demand that specific interests and communities collaborate with others in order to create a multi-faceted coalition." Beyond democracy in action, for Jones, CBAs demand that specific interests and communities collaborate with other in order to create a multi-faceted coalition. In New World's view, that collaborative process is central to building community-based power.



LAANE celebrates a victory. (Source: LAANE).

Victor Quintana, senior program officer with the Unitarian Universalist Veatch Program at Shelter Rock, observes that, "At their core, the Living Wage and Community Benefits Agreement movements share a common premise: namely that public dollars going to for-profit companies and corporations should contribute to addressing public concerns, such as developing family-supporting jobs and affordable housing. It was this shared strategy and its proven success in empowering low-income communities and workers that led the Veatch Program to identify CBAs as effective vehicles for lifting low-income people out of poverty and building the power of their institutions."

The Ford Foundation's decision to support CBAs traverses community empowerment to elevating the importance of leveraging public dollars to attract increased private investment. Since the initial grant

in Los Angeles, Ford's Anthony now sees a maturing process in the number of foundations wanting to learn about this "clearing house" of ideas.

### Regional/Neighborhood Equity Impacts

For LAANE's Janis-Aparicio, the impacts are directly related to early decisions: "You have to decide what the carrot is, and what the stick is. For the [Los Angeles] airport project, the carrot is the elimination of groups that would have mired the project in litigation and the prospect of getting approval from reticent council members. The stick is the potential for the project to fall apart if it does not develop a win-win approach."



Civic and political leaders, including Congresswoman Maxine Waters and Rev. Jesse Jackson, join in a LAANE demonstration. (Source: LAANE).

According to Greg LeRoy, executive director of Good Jobs First, a national resource center promoting corporate and government accountability, "It is inevitable for the appeal of CBAs to grow a lot—particularly for the 'back to city' movement." LeRoy further states that, "Eight of the ten largest cities are experiencing growth, but creating growth also means creating friction, gentrification, and displacement; or, it can be a mechanism for people to organize and determine the best way to harness benefits of those who have hung in there with the dark years of the cities. CBAs are a great way to keep people positively engaged."

"It is a losing strategy to just be against development," advises LeRoy. "The political lesson is that if you only have a negative interest, you will be painted as anti-economic development."

### Results

For the Veatch Program, poverty, equity, and strengthened democracy are key goals in its grant decisions. "CBAs result in living wage jobs going to low-income workers, affordable housing being constructed, training programs that lead to quality jobs, and a host of other beneficial outcomes," says Quintana. "But equally as important," he adds, "they reaffirm that economic development—particularly when fueled or supported by public dollars or benefits—must be coupled with democratic accountability."

"The significance of this work is evident in its success across the country," observes New World's Jones. "Coalitions are forming to come together and figure out how to harness the resources made available by their tax dollars to spur projects that meet their needs."

### Lessons Learned

For the Veatch Program, according to Quintana, "A key lesson of the living wage movement was that strategic and broad-based coalitions of community groups, labor unions, and congregations could effectively address issues of equity and democratic decisionmaking and win public policies that lifted low-income people and communities out of poverty."

"Another lesson," continues Quintana, "was that public subsidies, tax benefits, contracts, and grants could be used to address issues of poverty and social equity." Despite notable and impressive victories, Quintana believes the CBA movement is still "very young."

He clarifies that, "The challenge is to grow this movement, so that more development projects across the country result in community benefits.

In addition, there are public policies that need to be enacted at

the state level across the country to ensure that economic development that is driven or supported by public dollars leads to community benefits."

For New World, local efforts are envisioned to lead to larger geographic scopes. "With local victories, the work expands towards state and regional impacts," notes Jones. From Ford's perspective, the lessons are

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**"It is a losing strategy to just be against development. The political lesson is that if you only have a negative interest, you will be painted as anti-economic development."**

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— Greg LeRoy

less about bricks and more about people and their ability to share in whatever occurs. For Anthony, the lessons derived are answered from a central question:

“Conflicts can be anticipated, communities organized, and a legal instrument created that is also enforceable among city, community, and developer perspectives—that’s smart.”

— Carl Anthony

“Has the quality of life for residents significantly improved?” He observes that the CBA negotiation process, “reduces the unknowns for the community and developer alike. As the process educates people, they speak with one voice.”

Continues Anthony, “These are complicated deals that require huge insights to understand. If there is a public subsidy, the economic development process

should be beneficial and transparent.” The process of negotiation also brings the benefit of information instead of arguments, according to Anthony.

“Conflicts can be anticipated, communities organized, and a legal instrument created that is also enforceable among city, community, and developer perspectives—that’s smart.”

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## I. B. PROMOTING COALITIONS TO ADVANCE EQUITY: GAMALIEL FOUNDATION'S CROSS-COALITION BUILDING

### Funders Highlighted:

Catholic Campaign for Human Development  
 Ford Foundation  
 W.K. Kellogg Foundation  
 Charles Stewart Mott Foundation

*“We are battling apartheid in America—the segregation of opportunity. By creating an organization that can bring all constituencies together, we’re saying let there be opportunity for all communities. Opportunity for all communities is the civil rights movement of the 21<sup>st</sup> century.”*

— Michael Kruglick, Gamaliel Foundation

Cross-coalition building weaves together grassroots, interfaith, and multicultural community organizing groups in order to solidify disparate efforts, leverage power in numbers, and create a vehicle where disenfranchised communities claim their rights as citizens in a more just and democratic society. This profile demonstrates the significant impact of funders’ investments when channeled into faith-based networks that work at a regional scale and have the capacity to unite their members and create voting blocks that demand both a voice in policymaking and accountability from public officials.

### Project Profile

The empowerment and the expansion of democracy are the twin concerns of the Gamaliel Foundation.<sup>4</sup> More importantly, Gamaliel’s efforts to serve the poor have now led to the vocal advocacy of many beyond the geographic confines of urban barrios and ghettos. Middle class residents, suburban congregations, and working class unions have all become an integral part of a cross-coalition building movement over the past decade. Together, they champion metropolitan equity particularly in the areas of transportation, housing, and community development.

“Rolling Thunder,” the idea of having large, community-based meetings in rapid sequence, is a

major thrust in Gamaliel’s cross-coalition building efforts. In communities across the country, the cities and people may change but the agenda for change and the dynamics of activism are the same. Before crowds that range in size from 1,000 to more than 5,000, “Rolling Thunder” defines its agenda, summons elected officials to the microphone, and extracts public promises in front of their constituents. Moreover, those same elected officials are asked to return in the future and update affiliates on their earlier promises.

In 2004, Rolling Thunder meetings were convened in 26 communities across the United States, engaging more than 60,000 people.<sup>5</sup> Two such “Rolling Thunder” meetings occurred in Chicago and Detroit. The Chicago meeting was organized by the Metropolitan Alliance of Congregations (MAC) and the Detroit gathering was led by the Metropolitan Organizing Strategy for Enabling Strength (MOSES).



Among the attendees at the Detroit “Rolling Thunder” meeting on September 26, 2004, was Michigan Governor Jennifer Granholm. (Source: Detroit MOSES).

Between 1998 and 2000, the Catholic Campaign for Human Development (CCHD) supported MAC. Representing 132 institutional members in Illinois’ Cook and Will Counties, MAC has sponsored two campaigns for equity in public and private

<sup>4</sup> *Publisher’s Note:* The Gamaliel Foundation is a network of grassroots, interfaith, interracial, and multi-issue organizations working together to create a more just and more democratic society. The Gamaliel Foundation is not a grantmaker. The Gamaliel network of affiliates totals 41 in the United States and an additional four in South Africa. For more information, visit [www.gamaliel.org](http://www.gamaliel.org).

<sup>5</sup> The 26 “Rolling Thunder” rallies were held in the following communities: Oakland, Calif.; Gary, Ind.; Milwaukee, Wis.; Youngstown, Ohio; Buffalo, N.Y.; Detroit; Hartford, Conn.; Davenport, Iowa; Jersey City, N.J.; San Diego; Albany, N.Y.; Cincinnati; Hampton Roads, Va.; Saginaw, Mich.; Minneapolis; Syracuse, N.Y.; Erie, Pa.; Chicago; Baltimore; St. Louis; Wheeling, W.Va.; Madison, Ill.; Kalamazoo, Mich.; Cleveland; Pittsburgh; and Sharon, Pa.

investments. The main activities of MAC are focused on issues of education, public safety, transportation, and employment in the inner-city and inner-ring south suburbs of Chicago. Its primary constituents are minorities and the working poor. Gamaliel provides consulting and leadership training in social activism for MAC members.

Another successful affiliate of Gamaliel is MOSES. With 73 member congregations dispersed among three Michigan counties in the Detroit metropolitan area, MOSES functions as a faith-based network dedicated to identifying common interest and empowering its constituents to engage in public policy. “Through MOSES, [the congregations] assert [their] religious principles in the public realm to improve the quality of life in our communities and to create a more just and humane society.”<sup>6</sup>

### Funder Interest

Other funders beyond the CCHD have significantly supported Gamaliel’s cross-coalition efforts. The Ford Foundation’s Asset Building and Community Development program has served as a major funder, as has the Charles Stewart Mott Foundation. Ford’s support is in direct relation to the program’s ongoing efforts to strengthen and increase the effectiveness of people and organizations working towards solutions to problems of poverty and injustice. According to Katie Fitzgerald, program director at the W.K. Kellogg Foundation, local and regional faith-based community organizing through the Gamaliel Foundation is an important strategy for community mobilization, change, and improvement. W.K. Kellogg’s interest in Gamaliel is not just the faith-based methodology, but also its efforts to fully integrate metro equity issues. According to Fitzgerald, the Gamaliel approach—working with both urban and suburban interests—provides a vehicle to address a range of issues from concentrated poverty to urban sprawl and racial segregation.

According to CCHD’s former executive director, Father Robert Vitillo, its interest was due to several factors. First, there was CCHD’s earlier experience with Gamaliel’s organizing. Gamaliel’s ability to leverage power and relationships already built on neighborhood and local levels was a known factor.

Yet there was also an expectation of Gamaliel’s ability to address more widespread and complex issues. As part of Gamaliel’s ten-year strategic plan, adopted in

2000, a diversification of its membership base will add significant allies and institutions to current member congregations. Its national leadership will link the regional groups into a national community of committed activists. According to Vitillo, “The projects were able to demonstrate that they conformed to CCHD funding guidelines and they presented a comprehensive plan for what they would accomplish and how they would accomplish it.” Funding from CCHD helps to enable Gamaliel to provide training, consulting, technical support, and assistance to its affiliates. In regularly scheduled affiliate meetings, insights, victories, and strategies that have actually overcome challenges further unite and strengthen the network. The CCHD has awarded a seven-year grant to MOSES.

### Regional/Neighborhood Equity Impacts

For CCHD, project success is evidenced by relationships that have formed which stretch across neighborhood and socioeconomic boundaries. Vitillo indicates that Gamaliel has been “able to demonstrate how the well-being of both urban areas and suburban areas are inter-connected. They have opened discussion on redistribution of regional tax base and development of a regional mass transit system.”

According to W.K. Kellogg’s Fitzgerald, the Michigan regional affiliates “have done an impressive job in maintaining local focus and issues while at the same time working together at the state level to advance key issues that require a more coordinated and geographically-spread approach.”



The Detroit “Rolling Thunder” public rally, hosted by MOSES, attracted more than 4,500 people. (Source: Detroit MOSES).

<sup>6</sup> [www.mosesmi.org](http://www.mosesmi.org).

Yet the interpersonal dynamics of cross-coalition building can be both complex and at times, tentative. “Just because we share a passion,” remarks MOSES’ organizer Victoria Kovari, “it doesn’t mean it will be a smooth ride or that the relationships will deepen. The trust doesn’t come right away. It’s built when you have shared values, vision, and commitment—it’s built when you deliver for each other.” Adds MOSES’ executive director, Ponsella Hardaway, “Our coalitions can be fragile because they are complex due to diversity and various self-interests. But the payoff is powerful when we agree to enter into the struggle for equity together.”

## Results

### Chicago

Since 1998, the Metropolitan Alliance of Congregations (MAC) has fought for and won the creation of a partnership with ten banks, providing up to \$1 billion in loans for 13,000 families through 2005. To ensure that the set-aside funds would be utilized, over 100 MAC member churches and sister organizations based in Aurora, Hazel Crest, Joliet, and Chicago, Ill., agreed to recruit and train families in homeownership. More recently, following the fall 2004 closure of a Chicago West Side Hospital and a move to the suburbs, more than 3,000 individuals (white, African American, Latino, and others) and union leaders gathered in Chicago to challenge what Gamaliel’s director of metro equity, Mike Kruglik, terms, a “landscape of abandonment and neglect that is morally wrong.”

At that meeting, veterans of the civil rights movement openly supported civil rights for immigrants. And together, they found common ground with the health care workers union, Service Employees International Union (SEIU) and its 400 rank-and-file in attendance. Together, their cross-coalition agenda called for immigration reform, expanded health care, fair school funding, and transportation equity.

Invited and responding to MAC’s community agenda were Illinois Congressmen Luis Gutierrez, Danny Davis, and Jesse Jackson, Jr. Also in attendance and speaking was then Illinois Senate nominee, now U.S. Senator, Barack Obama. Congressman Gutierrez’s participation also provided an opportunity to highlight federal immigration legislation he sponsored in 2004. The SOLVE Act,

introduced in May 2004, is an acronym for “The Safe, Orderly, Legal Visas and Enforcement Act.” Earned legalization, strengthened worker protections, and family reunification are key issues that the bill addresses.

### Detroit

In Detroit, from 1997 to 2003, regional mass transit, new housing construction, and high target drug enforcement areas termed “Safe Zones” were all a part of the MOSES agenda. In fall 2004, after registering over 11,000 new voters, MOSES drew nearly 4,000 people to the University of Detroit campus on a Sunday afternoon for a “Rolling Thunder” gathering. Rev. Kevin Turman, MOSES’ president, opened the session with a fiery message akin to his sermons at Detroit’s historic Second Baptist Church: “When it’s praying time, we’ll pray. When it’s marching time, we’ll march. When it’s learning time, we will study. When it is working time, we will work. And when it’s voting time, we will register, educate, activate, participate and then make sure every vote gets counted ... We are determined to either change current politics or change the current politicians.”



Michigan Governor Jennifer Granholm addressed the “Rolling Thunder” meeting in Detroit, September 26, 2004. (Source: Detroit MOSES).

Sitting among the crowd and its chorus of “Amen” were two of Michigan’s most powerful elected

officials, Governor Jennifer Granholm and Detroit Mayor Kwame Kilpatrick. Mayor Kilpatrick and Detroit City Council members together pledged to create a land bank authority by the end of the year (state legislation was already in place that set the framework for local communities to expedite clearance of titles of abandoned and vacant

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“It may seem like we are wandering in the desert sometimes, but we are counting on MOSES to lead us out of the desert. MOSES’ agenda is my agenda.”

— Governor Jennifer Granholm

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buildings). Vacant properties are Detroit’s second highest community concern behind violent crime. Mayor Kilpatrick also agreed to partner with Wayne County Executive Robert Ficano to ensure that MOSES’ voices are heard in the

development of a funding plan for regional mass transit. When it was time for the governor to speak, her remarks carried a deferential tone. “It may seem like we are wandering in the desert sometimes,” said Governor Granholm, “but we are counting on MOSES to lead us out of the desert. MOSES’ agenda is my agenda.”

Despite an impressive array of elected and appointed officials, the most poignant moment came when a group of undocumented immigrants from MOSES congregations in southwest Detroit, Pontiac, and Imlay City stepped forward, challenging America’s immigration system—the same issue raised just days earlier in Chicago. In a city where eight out of every ten residents is African American, the broad display for immigration rights was particularly significant. In reply, Congresswoman Carolyn Cheeks-Kilpatrick gave such passionate support to the SOLVE Act that the crowd began a bilingual chant, “Si-se puede! Yes we can!” Also adding their personal support to the SOLVE Act were U.S. Senator Carl Levin and Congressman John Dingell, who publicly pledged to meet with MOSES regarding the legislation.

Standing in support of MOSES’ new anti-redlining agenda were also State Senators Martha Scott and Samuel ‘Buzz’ Thomas. Meanwhile, a group of law enforcement officials—Wayne County Sheriff Warren Evans, Deputy Chief of Police Harold Cureton, and Michigan State Police Lieutenant Harold Love—all pledged to attend MOSES’ 2005

Regional Crime Action Summit. With the parade of public pledges, MOSES will work to ensure that the promises become real for Detroit’s people.

While many funders measure success in terms of quantifiable results, for CCHD those objective indicators do not constitute an effort’s entire value. “Results are impressive,” observes Vitillo. “However, one must take into account the complexity of this type of organizing. Results may be harder to capture and to communicate than are those associated with more local organizing.” Gamaliel’s Kruglick supports that same view: “When access is denied, opportunity is also denied. Our desire is to empower people. We’re uniting people.” This effort is not measurable in hard data but in a sense of increased hope, dialogue, and awareness across affiliated organizations and regions.

### Lessons Learned

Perhaps the most basic lesson for CCHD is the similarity between the objectives established by Gamaliel and some points of doctrine held within the Catholic Church. Father Vitillo notes that, “Metropolitan or regional organizing is very consistent with the Catholic Social Teaching principles that guide CCHD’s mandate and methodology—including such principles as solidarity and subsidiarity.” As a result, Vitillo envisions new opportunities that could further unite “urban and suburban areas and from different racial, ethnic, and socioeconomic backgrounds.”

Even with such looming opportunities, other key lessons learned are the fundamental challenges brought by CCHD’s own funding policies and

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“We are working hard both internally and externally to raise the profile of faith-based community organizing in the broader philanthropic community. While the lack of funding remains a central challenge for this work, it is encouraging that we continue to see movement and attention being given to this field, both to faith-based community organizing in general and also to the concepts of metropolitan equity as it relates to examining policies and practices that help to structurally dismantle concentrated poverty.”

— Katie Fitzgerald

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guidelines. “Many of the member organizations of these projects already receive CCHD funding,” says Vitillo. “CCHD has not worked out at how many levels it can fund certain organizations that in turn may be members of larger regional or metropolitan groups. As larger numbers of middle- (and even upper-) income congregations become involved in these organizations, they are at risk of going out of compliance with CCHD’s funding criterion.” Presently, CCHD guidelines require at least 50 percent of the decisionmaking group of an applicant organization be poor.

For the W.K. Kellogg Foundation, there is the realization that as a general proposition, community organizing is still not a well-funded area. “We are working hard both internally and externally,”

remarks Fitzgerald, “to raise the profile of faith-based community organizing in the broader philanthropic community. While the lack of funding remains a central challenge for this work, it is encouraging that we continue to see movement and attention being given to this field, both to faith-based community organizing in general and also to the concepts of metropolitan equity as it relates to examining policies and practices that help to structurally dismantle concentrated poverty.”

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## I. C. FILLING THE VOID: THE NATIONAL VACANT PROPERTIES CAMPAIGN

### Funders Highlighted:

Fannie Mae Foundation  
 Ford Foundation  
 Charles Stewart Mott Foundation  
 Surdna Foundation  
 U.S. Environmental Protection Agency (EPA)

*“There’s real interest in the field. It’s a sigh of relief that there might be some hope.”*

— Vanitha Venugopal, Surdna Foundation

Smart Growth America’s National Vacant Properties Campaign brings to light the socioeconomic and environmental problems of vacant properties across the nation. This profile describes the potential value of a national campaign that connects practitioners, organizers, and residents around solutions to the issue of vacant properties. This coalition builds upon collective learning for smart growth results, as well as community and regional revitalizations.

### Project Profile

Vacant properties have haunted communities across America for decades. Smart Growth America (SGA) surveyed city planning departments and found that many cities cared but lacked both the capacity and expertise to tackle the complex problems involved. Abandoned properties are plagued with tremendous legal action, back taxes, rehabilitation permits, and ambiguous jurisdiction lines. According to Don Chen, executive director of Smart Growth America, “Washington, D.C., had a huge number of abandoned housing, Baltimore had 30,000 to 40,000 buildings, and even a small city, Albany, N.Y., had 800 abandoned properties.” When SGA recognized the opportunity to advance the issue of vacant properties into a stand-alone campaign, funders like the Charles Stewart Mott Foundation, Fannie Mae Foundation, Ford Foundation, Surdna Foundation, and U.S. Environmental Protection Agency (EPA) stepped forward to help realize the idea.

Starting in 2000, the Ford Foundation and Fannie Mae Foundation paved the road for universities,

researchers, policymakers, practitioners, and community developers to begin a dialogue among like-minded groups previously working in silos across the country. Soon after, SGA, with local government player the International City/County Management Association (ICMA) and affordable housing expert the Local Initiatives Support Corporation (LISC), forged a joint proposal that leveraged their collective expertise and experience. The National Vacant Properties Campaign thus began.



These before and after photos show the rehabilitation of The Can Company in the Canton neighborhood of Baltimore. (Source: Maryland Department of Planning).

The Campaign set out to build a network of professionals in community development corporations (CDCs), government, law, business, and foundations to: create a stand-alone identity for the vacant property issue and collect supporting evidence in safety, economics, and health; develop usable tools and tracking systems that build upon the successes of the Center for Neighborhood Technology’s Neighborhood Early Warning System (NEWS) in Chicago and the University of California, Los Angeles’ geographic information systems (GIS) database in order to track the condition, location, and ownership of property; and provide technical assistance to communities seeking help.

### Funder Interest

The EPA supported the Campaign as it aligned with EPAs “national environmental goals of encouraging clean-up and redevelopment of brownfields and other blighted properties including vacant and abandoned properties.”<sup>7</sup> In considering the scope of the Campaign, the foundations involved based their grant decisions on the vision to build on experience, share partnerships, and create momentum across the nation. The Charles Stewart Mott Foundation wanted to connect the work of the Genesee County Land Bank with the national vacant properties movement by hosting the Campaign’s conference in Flint, Mich. “Our interest is in exposing policymakers and advocates in Michigan to other examples of innovative work from around the country and to expose others to the work of the Genesee County Land Bank,” explains Neal Hegarty, program officer with the Mott Foundation.

The Surdna Foundation had worked with SGA on an environment program in the past and believed in the strength of its partners. Vanitha Venugopal, program officer for community revitalization at Surdna, explains that, “The Surdna Foundation prefers to fund large-scale projects doing innovative work to make systemic changes. We are all faced with vacant properties all over the country with different ways of dealing with them.” Stephanie Jennings, former manager of national initiatives at the Fannie Mae Foundation, highlights this same need for partnership and collaboration. She recalls that before the Campaign started, “Different people in different places were all reinventing the wheel and were not sharing resources.” Fannie Mae Foundation wanted to see a true partnership take the energy from the initial meetings and put a plan in place that could affect change. The Foundation had encouraged SGA, ICMA, and LISC to make a collaborative effort in approaching the issue so the groups could inform each other and share skills.

### Regional/Neighborhood Equity Impacts

The Campaign’s focus and technical assistance assists communities and related organizations in finding ways to secure long-term stability for low-income renters and owners trying to keep up with expensive property tax assessments. The Campaign also points to the health hazards brought upon the community by vacant properties. Vacant and abandoned properties include many brownfields with some level of environmental contamination. Abandoned properties

represent safety threats to nearby residents and become dumping grounds for everything from old tires to hazardous chemicals. Yet the reuse of the properties may result in remediation of more of these sites making land available to support production of affordable housing and increase the value of the neighborhood. Additionally, the redevelopment could conserve greenfield sites including wildlife habitat and farmland. The Campaign addresses strategies for the more effective uses of infrastructure investments that communities have already made, such as roads, power, and other utility services. The participants and leaders of the Campaign emphasize that early success of remediation encourages local governments to enact policies and procedures that ease bureaucracy obstacles and streamline processes for development.



A Baltimore community worked for two years to encourage the city to demolish a vacant warehouse. A community development corporation is rehabilitating the houses that stand behind the now vacant lot. Residents are working together with the city to determine the final use of the vacant lot, which will likely become a combination of greenspace and parking. (Source: Jennifer Leonard, Smart Growth America).

### Results

To date, the Campaign boasts two national conferences, stronger financial backing, and a growing network of resources from a cross-section of government, nonprofits, and businesses. Jennings from the Fannie Mae Foundation cites a greater awareness of the Campaign across the nation. Individuals and organizations committed to policy changes around vacant properties have a renewed optimism inspired by a greater coordination and collaboration for support, information, and resources as silos are breaking down. The technical assistance program is getting the right people in the same room locally. To this extent, LISC exhibits a national presence while SGA puts its rhetoric

<sup>7</sup> Remarks of Charles Kent, director of the Office of Business and Community Innovation, U.S. Environmental Protection Agency, at the Vacant Property Press Breakfast, July 9, 2003.

into action on the local level. Due to the growing importance of this timely topic, in September 2004, the Funders' Network for Smart Growth and Livable Communities released *Vacant Properties and Smart Growth: Creating Opportunity from Abandonment*, the fourth issue in its Livable Communities @ Work series.<sup>8</sup>

### Lessons Learned

The creation of a national campaign has galvanized a new network ready to work together. A key lesson is that local governments have a critical role to play and that incorporating them into the work is key. Even though the efforts take time, it is important to bridge the tools created by the Campaign to the local needs. Customizing the approach to adjust to

The creation of a national campaign has galvanized a new network ready to work together. A key lesson is that local governments have a critical role to play and that incorporating them into the work is key. Even though the efforts take time, it is important to bridge the tools created by the campaign to the local needs.

fit local needs and the unique circumstances of each locale is important. Organizers and supporters of the Campaign believe the momentum is taking root and that the work holds promise towards addressing the vacant properties issue.



This Baltimore garden was created after the demolition of an abandoned row house. It is stewarded by a resident of the block. (Source: Jennifer Leonard, Smart Growth America).

<sup>8</sup> The Funders' Network's Livable Communities @ Work series focuses on the practical aspects of how to create smarter, more livable communities for all. The series highlights successful strategies, explores tensions created by competing issues, and generally helps spur informed debate on critical issues. *Vacant Properties and Smart Growth* and other papers in the Livable Communities @ Work series are available for download at [www.fundersnetwork.org](http://www.fundersnetwork.org).

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## I. D. DEMONSTRATING THE STRUGGLE FOR REGIONAL EQUITY: LEARNING FROM THE FORD FOUNDATION'S ENGAGEMENT IN CAMDEN, N.J., AND RICHMOND, CALIF.

### Funders Highlighted:

Ford Foundation

The San Francisco Foundation

*“Camden and Richmond are marginalized communities in very different regions, facing very different regional equity challenges and opportunities.”*

— Carl Anthony, Ford Foundation

In both Camden, N.J., and Richmond, Calif., the Ford Foundation's approach to advancing a regional equity framework is to support efforts designed to reform policies and practices that perpetuate social, racial, economic, and environmental inequalities across cities, suburbs, and rural areas. The ultimate objective of these regional equity demonstration projects is to bridge the gap between marginalized people and places and the region's structures of social and economic opportunity. Work is supported inside cities to revitalize neighborhoods and urban markets as key building blocks of a healthy region; to educate and organize civic capacity throughout the region with the capacity to reform local and state policies and to advance social and economic equity; and, to link the needs of low-income, racially-segregated residents with expanded opportunities throughout the region. The Camden demonstration strives to improve and strengthen the housing market, workforce opportunities, and public and civic capacity. The Richmond initiative focuses on developing the capacity of community groups to address their needs at the regional level. This profile demonstrates funders' experiences in creating new models of regional equity while developing replicable learnings based on regional and market differences. It also shows how foundations can work together across issues to pursue complementary, holistic grantmaking strategies.

### Project Profiles

#### Camden, N.J.

Camden, N.J., is a distressed city, a declining inner-ring suburb of Philadelphia in an older Rust Belt area, where many original economic functions (e.g., shipyards) of the industrial economy have disappeared.

Legally bankrupt since 2002, and unable to perform its most basic governmental functions, the city of Camden is in state receivership. As a result, the city will receive \$175 million in state funds over a five-year period, allocated to a new entity, the Camden

Redevelopment Authority (CRA). Camden is also set to receive another major infusion of public capital as a result of the *Abbott v. Burke* case, a recent state court decision concerning equity in school funding. Per *Abbott*, Camden will receive more than \$400 million for new school renovation and construction.

The Ford Foundation describes the Camden work as “Project-Based Regionalism,” a strategy that places equal emphasis on the need to create value in Camden by focusing on its existing assets and institutions with the need to leverage state and regional policy change. Ford's implementing partner in Camden is The Reinvestment Fund (TRF), its regional partner is the New Jersey Regional Coalition, and its research partner

The Ford Foundation describes the Camden work as “Project-Based Regionalism,” a strategy that places equal emphasis on the need to create value in Camden by focusing on its existing assets and institutions with the need to leverage state and regional policy change.



Camden, N.J., is a distressed city, a declining inner-ring suburb of Philadelphia in an older Rust Belt area. Considered a “weak market” city, Camden is in state receivership. The Ford Foundation is conducting a “project-based regionalism” demonstration in Camden. (© Camilo Jose Vergara, [www.camden.rutgers.edu/~hfcy/intro.html](http://www.camden.rutgers.edu/~hfcy/intro.html)).

is MDRC (formerly known as Manpower Demonstration Research Corporation).

The Reinvestment Fund performed a market analysis of Camden's neighborhoods, categorizing each according to the following continuum: High Value; Strong Value; Steady; Transitional; Distressed Public Market; Reclamation. The analysis characterized every Camden neighborhood as Transitional, Distressed Public Market, or Reclamation. That is, no Camden neighborhood could be characterized even as Steady. Thus, TRF concluded that recreating Camden's housing market was a necessary first step toward addressing the structural deficits in city government revenues. Focusing on existing assets, TRF identified three neighborhoods with the best chance for mixed-income housing development. These neighborhoods—Parkside, East Camden/Cramer Hill, and Downtown Camden/Lanning Square—were selected because they were closest to existing stable markets. In these three neighborhoods, TRF anticipates that new market-rate housing, part of any mixed-income development, would contribute new tax revenues and influence broader revitalization efforts. Importantly, a clear demand exists for a broader distribution of affordable housing, evidenced by a new mixed-income development in the Mt. Laurel, N.J., suburb of Camden, for which 30 percent of the applicants were from Camden. Additionally, initial investments are being made to explore regional workforce development programs focused on Camden residents, which also link to transportation and housing opportunities.



Camden neighborhoods include both occupied and vacant row houses bordering one another, just one of many examples of living conditions in Camden, which has experienced a rapid decline in population, jobs, and quality of life. (© Camilo Jose Vergara, [www.camden.rutgers.edu/~hfcy/intro.html](http://www.camden.rutgers.edu/~hfcy/intro.html)).

In support of Camden's financial health and local capacity development, TRF has partnered with the CRA to identify staff development needs, especially those relevant to spurring new developments in the three target neighborhoods. The Ford Foundation has made a grant to the National Association of Housing and Redevelopment Officials to plan and facilitate a series of workshops on organizational development for the CRA. A vibrant, equitable region requires stable, accessible institutions through which people share in the region's decisions and benefits. In support of efforts to build an infrastructure of leaders and civic organizations that can engage with ongoing redevelopment efforts—and advance statewide policy reforms around taxation, land use, housing, transportation, and the environment—the Ford Foundation has funded one statewide organizing initiative and made grants to three Camden-specific groups. The first is a grant to the New Jersey Regional Coalition to implement a statewide organizing strategy focusing on state public policies that would advance regional equity. A grant to the Concerned Black Clergy (CBC) is for convening a dialogue in churches around issues of importance to Camden residents. Additionally, a grant to the Camden Churches Organized for People (CCOP) is for community organizing activities to ensure citizen participation in the Camden revitalization process. Lastly, a grant to the Alliance for the Revitalization of Camden City is to support a collaborative process to help build an effective civic organization for Camden residents, offering the opportunity to shape an agenda for the city's revitalization. Furthermore, cross-program grants have been made to other Camden nonprofits through the portfolios of other program officers in the Foundation's Community and Resource Development Unit. These include grants to the local Regional Association of Grantmakers to sponsor regional equity programs and to organizations working in education reform, open space and environmental justice, community/cultural development, and youth organizing.

Through the work of MDRC, the critical activities undertaken to promote Camden's economic revival will be documented and described. The information gathered will be used to inform ongoing redevelopment activities and to equip public and private sector staff with “real-time” feedback.

## Richmond, Calif.

The second regional equity demonstration project is in Richmond, Calif. It is an area like Camden in many ways. A Bay Area suburb, its residents—

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Richmond is part of a dynamic, growing regional economic marketplace. For Richmond, the question becomes whether some of this regional growth can be captured to expand opportunities for low-income residents and to advance regional equity goals.

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predominantly African American, Asian American, and Latino—suffer the familiar challenges of racial segregation and concentrated poverty. There has been speculation that the city of Richmond could declare bankruptcy and join Camden in a state receivership. From the Ford Foundation’s perspective, however,

there is one critical difference: Richmond is part of a dynamic, growing regional economic marketplace. For Richmond, the question becomes whether some of this regional growth can be captured to expand opportunities for low-income residents and to advance regional equity goals.

In 2003, Ford partnered with The San Francisco Foundation to launch the Richmond demonstration project. An initial, one-year, \$450,000 grant was given to The San Francisco Foundation. Some of this money was re-granted to three anchor groups: Urban Habitat, Contra Costa Faith Works!, and the Richmond Improvement Association. The remainder was held by the Foundation to pay for technical assistance and/or consultants requested by the three anchor groups, for their capacity building needs, and to fund new partners identified as the project evolved.

The Richmond Regional Equity Demonstration has very different goals from the grants made under Ford’s Camden initiative. Distinct from Camden’s asset- or project-based regionalism, Richmond’s emphasis is on community-based regionalism. In Richmond, the focus is on the grassroots infrastructure, supporting organized community groups and people as they identify their own needs and develop a stronger ability to address those needs at the regional level, through the concept of an Equitable Development Zone.



Richmond, Calif., is a San Francisco Bay Area inner-ring suburb where the Ford Foundation is engaged in a community-based regionalism demonstration project. Connecting residents to a hot market region is one of the goals. (© Camilo Jose Vergara, [www.camden.rutgers.edu/~hfcy/intro.html](http://www.camden.rutgers.edu/~hfcy/intro.html)).

According to The San Francisco Foundation’s environment program officer, Arlene Rodriguez, the Equitable Development Zone “defines what the community wants, in terms of housing, education, environment, transportation, and economic development, from any new investments in their neighborhood.” This statement is echoed by Maria Alegria from Contra Costa Faith Works!:

“The Equitable Development Zone sets out the community’s vision of what they want their neighborhood to look like and future investments in Richmond will be guided by this vision, delivering benefits for Richmond’s existing residents.” Over time, the participants have identified a need for additional expertise in

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“The Equitable Development Zone sets out the community’s vision of what they want their neighborhood to look like and future investments in Richmond will be guided by this vision, delivering benefits for Richmond’s existing residents.”

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— Maria Alegria

order to best make informed decisions. Regional dynamics and choices are complex and no one entity has the in-house expertise for a comprehensive approach to decisionmaking. Thus, as the project evolves, resources have been devoted to bring other technical service providers into the process, mostly in the areas of housing and housing finance.

### Funder Interest

Through its Sustainable Metropolitan Communities Initiative (SMCI), the Ford Foundation began an

evolving focus on regionalism and equity, including an early effort entitled “Conversations on Regional Equity.” The conversations—led by Manuel Pastor, professor of Latin American and Latino Studies at the University of California, Santa Cruz, and drawing on the expertise of other scholars and practitioners like Bruce Katz, John Powell, and David Rusk—explore the challenges faced by low-income and people of color in urban communities grappling with regional challenges.<sup>9</sup> It is clear that these obstacles require engagement at the regional level, asserting that economic competitiveness and social well-being are co-equal values pursued in regional work. Importantly, the conversations contribute to a broader analysis of the community development corporation, or CDC, model.

The Ford Foundation has been a major investor in CDCs for over 40 years, building upon relationships which supported real housing and economic benefits for low-income and minority communities. Yet according to a growing regional scholarship, the CDC model, acting alone, cannot address the regional drivers of concentrated poverty (e.g., tax, housing, and transportation policies). Complementary approaches are required. In Camden and Richmond, Ford encountered communities where early isolated place-based approaches had been insufficient to lift individuals and communities out of poverty.

Furthermore, if the Foundation was to make a significant and comprehensive investment in a depressed community, and—in doing so—hope to garner some replicable learning about regional equity, it felt it had to prioritize that kind of community, rather than a community that was already on its way to improving. The Ford Foundation was interested in regional and market balance: regions on opposite coasts, one within a weak market reality and the other a strong market environment.

Originally, the Ford Foundation considered several other cities and regions, including San Diego, South Carolina, and East St. Louis, Ill.. But several factors influenced the Camden and Richmond decisions over all others. In the case of Camden, proximity played a role. Camden is relatively close to the Ford Foundation’s New York City offices. According to Carl Anthony, acting director of the Community and Resource Development Unit at the Ford Foundation, this was a very important consideration and may have implications for other funders. The receivership aspect was also significant. It offered an opportunity to

restructure the relationship between the community and the state. The infusion of \$175 million from the state of New Jersey and the over \$400 million for new school construction from the *Abbott* case were also determining factors. Even more, the state of New Jersey had a long history of struggle around fair share housing, specifically with the Mt. Laurel suburb. This dynamic provided a base from which to discuss the regional agenda.

In the case of Richmond, Ford assessed that the city’s financial challenges made the city more receptive to the Regional Equity Demonstration initiative and facilitated a stronger partnership. Furthermore, Richmond had existing leadership strongly committed to the community, even though many groups were disconnected from each other and lacked organizational capacity around regional issues. From The San Francisco Foundation’s perspective, these factors created an opportunity to establish or strengthen partnerships among local initiatives and community interests and build local capacity through technical assistance. Richmond was an early suburb of San Francisco, a so-called “inner-ring” suburb which was later leapfrogged by successive expansions of suburban development. Throughout the country, many inner-ring suburbs face familiar challenges of disinvestments. Therefore, a demonstration project in Richmond is an opportunity to create equitable investments that could provide lessons for other regions. As previously mentioned, The San Francisco Foundation was already focused on Richmond and had invested and devoted resources from seven different program areas in the area. For a national funder, like the Ford Foundation, this local philanthropic connection enhanced the potential impact of its grant support, building upon already existing networks, infrastructures, and knowledge of the local nuances.<sup>10</sup>

## Results

In both Camden and Richmond, the Ford Foundation’s ultimate objective is to address social, racial, economic, and environmental inequalities

<sup>9</sup> Bruce Katz is vice president and director, Metropolitan Policy Program, The Brookings Institution; John Powell is director, Kirwin Institute of Race and Ethnicity, Moritz College of Law, The Ohio State University; and David Rusk is a consultant on urban and suburban policy and author of *Inside Game/Outside Game*.

<sup>10</sup> *Publisher’s Note:* The East Bay Community Foundation is also working on efforts in Richmond, Calif. For more information, visit [www.eastbaycf.org](http://www.eastbaycf.org).

through policy reform at the local and state levels and advance a regional perspective as the lens through which to approach poverty and segregation. As the demonstrations progress, each site will have

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articulated, pursued, and documented a unique approach to linking marginalized places and people to regional opportunities and will have participated in and contributed to a learning network of peers pursuing similar work in other areas of the country.

Ford anticipates measurable and significant results will

be realized in Camden, made possible in part by the resources provided through the demonstration project. The vision is that the CRA will improve the professional staff, systems, and resources needed to function effectively on behalf of the continuing improvement of the city. Redeveloped neighborhoods will have improved by attracting mixed-income residents, providing expanded choice and opportunities for city residents, and increasing revenues for the city budget. A cadre of invested and engaged citizens will have emerged. Affordable housing throughout the Camden metropolitan region will be operating in collaboration with municipalities and private developers. Furthermore, the restoration and redevelopment of Camden's parks will be ongoing, with increasing public and private support for the value of open space to neighborhoods and schools. On the employment development front, a network of workforce organizations are tapping into the New Jersey and Philadelphia economies and providing tangible opportunities for Camden residents to work productively throughout the region. The state's policy will also be impacted as an influential, statewide, multi-racial advocacy organization will be in place in New Jersey carrying out a regional equity policy reform agenda. Funders will continue to be involved in the region, as a network of private foundations and corporations will be actively engaged in funding regional equity work in the Camden region.

Both Ford and The San Francisco Foundation indicate that Richmond has a tremendous amount of local leadership, but are too often not working together effectively. The Richmond demonstration project is an opportunity to bring diverse groups together around an inclusive agenda. According to The San Francisco Foundation's Rodriguez, the Richmond Initiative should help build a community-level understanding of community needs and successfully link those issues to larger regional issues and decisionmaking processes. A key goal for the project is sustainability and local capacity development. The work in Richmond is not a short-term effort, and the anchor groups as well as other future project partners need the internal capacity to continue and expand the work when the current Ford/San Francisco Foundation funding stream is reduced or ends.

### Lessons Learned

Camden and Richmond have provided very different lessons, mostly the result of their different characteristics (weak market versus strong market) and Ford's different approaches (project/asset-based regionalism versus need/community-based regionalism).

Camden has no functional city government and Ford believes similar challenges will likely be encountered in other small cities located in declining regions. In weak markets like Camden, governmental functions and supports are either inadequate or non-existent. Therefore, a funder should anticipate devoting significant resources toward infrastructure and capacity building. A funder's investment in an older and weak market city requires a unique strategy to build on a city's existing strengths as opposed to investing based on a community's needs. In Camden, this means focusing on the potential strengths in the real estate market. When lacking a meaningful civic infrastructure—because of residents' apathy, government corruption, and other factors—funders supporting broader community revitalization need to devote their resources to the emergence of a healthy civic infrastructure. Funders should also evaluate the negative/positive impact of the local public infrastructure. For example, in Camden, the broader public infrastructure (other cities, state government) actually inhibits Camden's development. Camden is home to many projects

rejected or resisted by other New Jersey cities, such as a state-mandated prison, a sewage plant, public housing—all while Camden residents carry the highest local tax burden in the state. According to Ford, Camden’s asset-or project-based regionalism approach required a good understanding of the community’s physical assets. Thus, the initiative benefited from detailed GIS mapping, yielding high quality information at the parcel level.

On the other hand, Richmond had a strong, established leadership in community-based organizations. In developing community discussions and community-based policy goals with an eye toward regional opportunities, these existing relationships could be built upon. The Ford Foundation’s Richmond Initiative invested in grassroots-level education around regional issues in order to enhance the participants’ ability to move

beyond narrow community interests and connect with the systematic regional issues.

Finally, the primary lesson for prospective funders is to carefully evaluate the political and economic landscape and plan their initiatives accordingly. Best practice models are replicable, but customization to local needs and nuances remains necessary.

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## I. E. BUILDING COALITION THROUGH KNOWLEDGE: CENTEREDGE PROJECT

### Funders Highlighted:

Catholic Campaign for Human Development  
Hartford Foundation for Public Giving

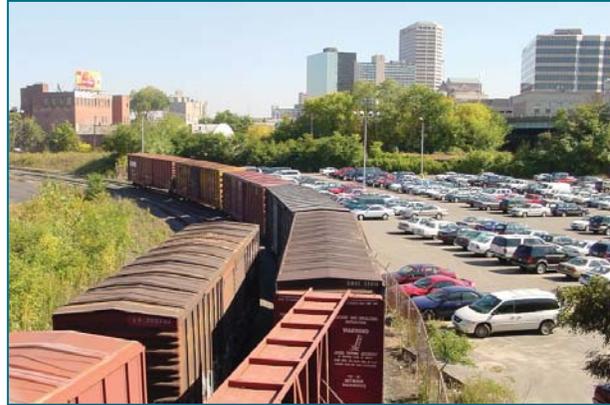
*“The project attempts to bridge the gap between ‘haves’ and ‘have-nots’ in the state of Connecticut, while using a methodology that respects the input and initiative of grassroots communities throughout the state of Connecticut.”*

— Father Robert Vitillo, Catholic Campaign for Human Development

Ensuring the active participation of all members of the community—regardless of race, age, religion, language spoken, or socioeconomic background—in a visioning process and increasing public awareness makes it easier to strengthen networks and create improved living conditions and quality of life for all residents. This profile highlights two different foundations’ involvement at different points in an organization’s efforts seeking to create statewide changes to development decisions by creating cross-issue, cross-cultural, cross-sector collaborations. It demonstrates how a national funder is sometimes needed to get the ball rolling to allow for more strategic involvement of local funders who can carry the torch as a process gains momentum toward becoming sustainable.

### Project Profile

The Office of Urban Affairs (OUA) of the Archdiocese of Hartford commissioned and published in March 2003 a report with thorough quantitative data, analysis, and policy recommendations addressing a range of issues related to development patterns, including separation by income, race, and fiscal inequity. This report, *Connecticut Metropatterns: A Regional Agenda for Community and Prosperity in Connecticut*, was developed with the technical assistance of Ameregis and its partner organization, Metropolitan Area Research Corporation (MARC).<sup>11</sup>



Hartford, Conn., a small Northeastern city, is home to a population of more than 120,000 residents. (© Stephen L. Roberts, www.ctcyber.com).

The Office of Urban Affairs took the lead in efforts to disseminate and debate the report by organizing the CenterEdge Coalition. An impassioned and thoughtful quote from President Abraham Lincoln, posted on CenterEdge’s materials and website, represents the spirit that drives this organization:

*“With public sentiment, nothing can fail; without it, nothing can succeed. Consequently he who molds public sentiment goes deeper than he who enacts statutes or pronounces decisions.”*

— Abraham Lincoln (First Lincoln-Douglas Debate, August 21, 1858)

### Funder Interest

The CenterEdge Project’s vision, objectives, and core values align with the Catholic Campaign for Human Development (CCHD). According to Father Robert Vitillo, former executive director of CCHD, the Project “attempts to bridge the gap between ‘haves’ and ‘have-nots’ in the state of Connecticut, as it uses a methodology that respects the input and initiative of grassroots communities throughout the state of Connecticut.”

The Catholic Campaign for Human Development is supported primarily by parish collections taken nationwide on the weekend before Thanksgiving. These funds then support local empowerment projects. The CCHD also has an educational component whose purpose, according to Vitillo, is, “To teach Catholics

<sup>11</sup> Ameregis is a research and geographic information systems firm with a client base that includes federal, state, and local governments as well as universities, foundations, nonprofit organizations, and advocacy groups. For more information, visit [www.ameregis.com](http://www.ameregis.com).

about poverty in the United States and to help them understand that work for justice is an essential aspect of expressing their faith.” Sharing this common vision, CenterEdge’s Parish Education Project links faith and social justice and moves beyond parishioner awareness to community activism across religious, race, and class lines with the goal of improving regional and local equity.

The Project is an “opportunity for the Foundation to support informed public discussion among people from different backgrounds about larger systemic issues, including equity and access to opportunity that affect us all as citizens.”

— Richard Porth

which has brought together respected civic leaders and interested citizens from various walks of life. As a result, the Foundation awarded a grant to fund a series of town meetings in its region to enable residents to discuss the OUA report. As Richard Porth, vice president for grantmaking at the Hartford Foundation for Public Giving describes, the Project is an “opportunity for the Foundation to support informed public discussion among people from different backgrounds about larger systemic issues, including equity and access to opportunity that affect us all as citizens.”

### Regional/Neighborhood Equity Impacts

The CenterEdge Project’s vision is to inspire pockets of hope and change so that ideas generated through



Some Hartford neighborhoods are in the midst of redevelopment that employs smart growth principles that ensure walkability and pedestrian-friendliness. (© Stephen L. Roberts, www.ctcyber.com).

The Hartford Foundation for Public Giving believes that the subjects and trends in the OUA report are important to people of all income levels and social backgrounds. The Foundation was impressed by the breadth and diversity of the broad coalition established by the CenterEdge Project,

coalitions, awareness campaigns, and educational programs become the catalysts for more equitable laws and social policies. As the *Connecticut Metropatterns* report claims: “Ideas serve as a starting point for a larger discussion on how Connecticut can retake control of its future. A course correction is needed to put the state on the path to greater economic vitality and enhanced quality of life. The costs of inaction are incalculable. A credible and effective system that promotes local, regional, and statewide cooperation will pay dividends for Connecticut and its people for generations to come.”<sup>12</sup>

The CenterEdge Project began by convening CCHD-funded organizing projects in Connecticut to plan jointly for this effort. Although the local groups did not have a regional base at that time, there was interest in the idea, but no local capacity to start the work. In the meantime, the Gamaliel Foundation came to Connecticut with its mission to pull together “a powerful network of grassroots, interfaith, interracial, multi-issue organizations working together to create a more just and more democratic society.”<sup>13</sup> Gamaliel established projects in Hartford, eastern, and central Connecticut. With similar focuses and goals, the CenterEdge Project and the Gamaliel Foundation established a close working alliance.

CenterEdge assists local committees in the 169 towns of Connecticut to organize, advertise, and launch at least one public education event about the information provided in the *Connecticut Metropatterns* report. Resources from organizer’s tool kits (including templates for flyers, media contacts, videos, presentations, etc.) are provided to volunteers. In order to reach as many individuals as possible, the project works to bridge the knowledge and language divide by offering its public education events, presentations, and materials in Spanish as well as English.

Furthermore, the OUA has provided 70 Catholic parishes with education about what the Catholic faith tradition has to say about the environment, water, and overall care of the Earth. This CenterEdge Parish Education Project also encourages the parishes to develop partnerships with environmental groups, engage in social activism, and ensure community responsibility. CenterEdge works closely with another CCHD-funded

<sup>12</sup> Ameregis and Metropolitan Area Research Corporation. *Connecticut Metropatterns: A Regional Agenda for Community and Prosperity in Connecticut* (2003).

<sup>13</sup> www.gamaliel.org.

organizing project, the Connecticut Coalition for Environmental Justice, which aims to “protect urban environments primarily in Connecticut through educating communities, promoting changes in local, state, and national policy, and promoting individual, corporate, and governmental responsibility towards our environment.”<sup>14</sup> In its work with parishes and the Coalition for Environmental Justice, CenterEdge has brought attention to the high concentration of regional waste-processing facilities near low-income minority neighborhoods in Hartford.

## Results

During recent funder visits to Connecticut, CCHD has witnessed first-hand the CenterEdge Project’s results. Individuals from various socioeconomic backgrounds offered personal testimony demonstrating increased knowledge and voicing a common vision and goal thanks to their participation in CenterEdge’s trainings and discussions, analysis, and actions.

For the Hartford Foundation for Public Giving, the most beneficial outcome is the broad citizen engagement. According to Porth, as a result of the Project’s activities, individuals from various racial, ethnic, social, and economic backgrounds have the opportunity to learn about how patterns of growth and development can affect access, social equity issues, and a range of other quality of life factors.



Liberty Commons is a supportive housing development in Middletown, Conn. Formerly the Arriwani Hotel, a rundown nest of drug dealing and prostitution, it was renovated and converted in the mid-1990s. After the conversion, businesses that had vacated the area returned and the neighborhood is revitalizing. A bookstore and performing space, The Buttonwood Tree, occupies the bottom floor. (Source: Partnership for Strong Communities).

## Lessons Learned

Both CCHD and the Hartford Foundation for Public Giving see a strong value in the regional organizing work accomplished by the CenterEdge project. At the same time, one of CCHD primary funding principles is to give priority to projects initiated and led by low-income individuals. Thus, for Vitillo, “The evolution in the organizing process, from local to regional, will present challenges to CCHD in terms of how many levels of organizing activity it will be able to fund and how it will succeed in monitoring effectiveness in these complex processes.”

In order to ensure its sustainability and success, the Project needs to explore additional funding alternatives as well as new project activities to build upon their current accomplishments. Today, the CenterEdge Project finds itself at a critical turning point as it matures from a catalyst of local pockets of activism to a sustainable and systematic regional equity movement.

<sup>14</sup> [www.environmental-justice.org](http://www.environmental-justice.org).

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## I. F. CONFRONTING RACIAL INEQUALITY AND LAND REFORM: DETROIT BRANCH NAACP & MICHIGAN LAND USE INSTITUTE PARTNERSHIP

### Funders Highlighted:

Ford Foundation

W.K. Kellogg Foundation

Michigan Land Use Funders Group

*“A few years ago, one could not have imagined Detroiters and suburbanites talking about their common concerns with loss of tax base and declining infrastructure. What a change!”*

— Karen Aldridge-Eason, Office of the Governor

The belief that current land use trends and patterns are endangering the state of Michigan and the quality of life of all of its residents is a shared concern among a growing number of both community leaders and state officials. As a result, an informal coalition—referred to as the Michigan Land Use Funders Group, including private foundations, community foundations, and a key state agency—formed several years ago to support projects that address matters of preservation and revitalization. This profile brings to light the social and political strides made in Michigan by funders and organizers working towards land reform. By bringing together communities across different racial and socioeconomic lines to build a common language and strive towards a common goal of land reform, funders, organizers, and participants are also challenging historic patterns of segregation and disempowerment.

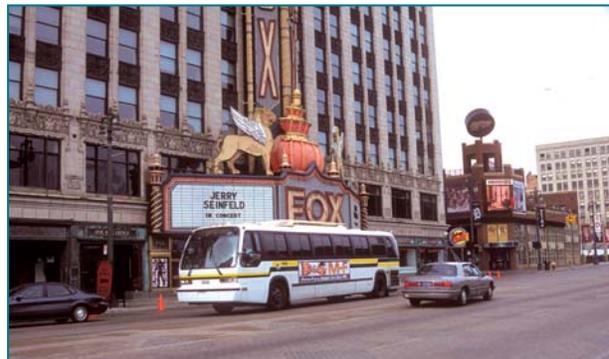
### Project Profile

An informal coalition known as the Michigan Land Use Funders Group has been working together since 1994 and currently includes over 20 funders.<sup>15</sup> One participant, the W.K. Kellogg Foundation, has created *Living for the City*, a project funded by the Foundation’s People and Land (PAL) Program, a historic first-step towards engaging communities of color and broad urban perspectives in Michigan’s land use reform. Moreover, this innovative initiative brought together the

predominantly African American Detroit Branch NAACP, the nation’s largest chapter of the national civil rights organization, and the predominantly white and northern Michigan organization, the Michigan Land Use Institute (MLUI), to pursue common goals of land reform, dialogue creation, and information sharing.

Focusing on three issues crucial to urban revitalization—affordable housing, public transit, and race relations—a series of community stakeholder meetings, presentations, and discussions elevate and promote the relevance of land use reform for the urban experience. These dialogues aim to advance three goals to foster:

- Citizen education that helps residents to draw the connection between the adoption of a land use vision and positive changes in their own lives;
- Leadership development that aids legislators and local leaders in learning more about land use policy; and
- Informed change that identifies and supports local experts to advance best practices and provide ongoing assistance in this still unfolding public dialogue.



Access to public transportation is an important element of a regional and neighborhood equity framework in Detroit, as in many other communities. (Source: Michigan Land Use Institute).

Through the sum of these efforts, the issues and concerns specifically identified by Detroit residents

<sup>15</sup> Coordinated by the Council of Michigan Foundations, participants in the Michigan Land Use Funders Group include: Americana Foundation, Beldon Fund, Carls Foundation, Charlevoix County Community Foundation, Community Foundation for Muskegon County, Community Foundation for Southeastern Michigan, Community Foundation of Monroe County, Fremont Area Community Foundation, Frey Foundation, Hudson-Webber Foundation, W.K. Kellogg Foundation, Keweenaw Community Foundation, Kresge Foundation, Michigan Department of Environmental Quality—Coastal Management Program, McGregor Fund, Charles Stewart Mott Foundation, Petoskey-Harbor Springs Area Community Foundation, Rotary Charities of Traverse City, and Wege Foundation.

and businesses are quantified in a spring 2005 report titled, *Living for the City—Smart Growth in Detroit*. The report’s recommendations are intended to serve as a guide to further advance urban land use reforms in the state’s largest city and metropolitan region.

### Funder Interest

In early 2003, the bipartisan appointments by Michigan’s newly-elected governor and top legislative leaders led to the appointment of an esteemed and independent group of 26 advisors known as the Michigan Land Use Leadership Council. Their charge was to offer a report to state government on how best to protect and preserve Michigan’s land, communities, and economic vitality. Staff support for the Leadership Council was provided by participants in the Michigan Land Use Funders Group (which is in turn coordinated by the Council of Michigan Foundations). As a result, over six months in 2003, the intense and exhaustive deliberations of the Council drew upon both expert presentations and public comments. Still, in spite of the devotion of an entire chapter of the Council’s report to urban revitalization, the absence of urban and minority voices was all too obvious.

The Council’s lack of urban and minority participation mirrors Michigan’s segregation patterns. As documented by the U.S. Census Bureau, five of the country’s most racially segregated metropolitan regions are Michigan cities: Detroit, Saginaw, Flint, Benton Harbor, and Muskegon. One of every seven residents in Michigan is African American; yet in Detroit, eight of every ten residents are African American. Furthermore, 96 percent of Michigan’s black residents live in just 11 metropolitan regions. Hence, 70 of the state’s 83 counties are overwhelmingly white, with minority populations of less than 3 percent.

It is against the backdrop of this disparity in representation and exclusion from decisionmaking that Bill Rustem, president and CEO of the Lansing-based Public Sector Consultants and PAL’s program administrator declares, “We have to find ways to bridge the gaps. The same issues exist for farms and cities. Ultimately, the goals must also be the same.”

Linda W. Helstowski, consultant to the Council of Michigan Foundations, agrees, adding that the project’s goals were “at the heart of addressing the

need to bring different interests together. We have to get information about problems and solutions to policy reformers. So when we get a diverse set of people and leaders around the table—particularly urban voices—we can work to increase the skills and capacities of groups to be engaged.”

### Regional/Neighborhood Equity Impacts

“People of color and urban dwellers are becoming more engaged in these issues and are gaining momentum through projects like the MLUI/Detroit NAACP initiative,” observes Karen Aldridge-Eason, a Charles Stewart Mott Foundation program director on loan to the state of Michigan as Foundation Liaison to the Office of the Governor.

The Ford Foundation got involved in supporting the

partnership for precisely this reason. The Foundation was interested in supporting a non-traditional collaboration between an African American organization like the NAACP and a traditionally white environmental organization like MLUI, in order bridge dialogues about social justice and smarter growth.

### Results

According to Helstowski, this effort has “seeded the groundwork” for additional untraditional alliances. “I was enthused to learn of the project. This learning effort can lay the groundwork for working together in different ways,” she adds. Helstowski continues, “This project is just one example of the array of efforts supported by foundations involved in the Michigan Land Use Funders Group aimed at promoting urban reinvestment and land preservation and engaging a more diverse set of informed voices in state policy reform. The funders meet regularly to share reflections and updates on projects underway across the state, lessons learned, and strategies and opportunities for moving this important work forward.”

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“We have to get information about problems and solutions to policy reformers. So when we get a diverse set of people and leaders around the table—particularly urban voices—we can work to increase the skills and capacities of groups to be engaged.”

— Linda Helstowski

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## Lessons Learned

The relationships borne from the Michigan Land Use Leadership Council made the *Living for the City* project possible. Detroit Branch NAACP’s executive director Heaster Wheeler and MLUI’s managing director Hans Voss both served on the blue-ribbon council. “That association made it unique,” says PAL’s Rustem. “The partnership formed during the Council made the project a next and natural step. Going in, both sides knew where common ground existed. But it all starts with a relationship. Because of their shared service, there was a readiness on both partners and that was key.”

The readiness to advance the Council’s work enabled the new and non-traditional partners to step out of their respective comfort zones, crossing racial and geographic boundaries. With contrasting organizational cultures, histories, and memberships, the partners met and overcame obstacles along the way. And although the collaboration may not always be easy, they agree that it is well worth the effort.

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## I. G. REVITALIZING WHILE ASSURING DIVERSITY AND SOCIAL RESPONSIBILITY: “VALUE LATCHING” IN ALBUQUERQUE, N.M.

### Funders Highlighted:

Enterprise Foundation

Ford Foundation

Marshall L. and Perrine D. McCune Charitable Foundation

*“Regional equity efforts cannot be top-down. Affected communities must be involved proactively and we should take the process to them.”*

— Ed Rosenthal, Enterprise Foundation, Santa Fe

Value latching is a strategy created as a response to the emerging gentrification forces being felt in Albuquerque, N.M.’s, neighborhoods as a result of recent progressive downtown real estate development. It represents a strategy to provide early funding for affordable housing, commercial, arts, and public spaces with equity as the guiding principle. This profile is an example of an approach to the regional equity framework that extends beyond a single issue area and strategically utilizes funder resources and private equity investments to support smarter growth development patterns in tandem with supporting the needs of low-income and minority communities.

### Project Profile

Albuquerque, N.M., like many cities, is attempting to attract investment and development to its downtown. Regionalism, in this case, calls for a revitalized downtown characterized by mixed-use, transit/pedestrian-oriented developments as a means to counter sprawling patterns of development. Quoting extensively from two recent articles (“Financing Progressive Development,” and “Taming Gentrification”) by Chris Leinberger, a developer with Arcadia Land Company, he explains that, “Downtown redevelopment seems to perform financially differently than conventional suburban development ... which has

a built-in, short-term financial pay-back time horizon.” That is, according to Leinberger, conventional suburban development provides a return on investment in five to seven years, a real estate industry response to the financial underwriting standards of banks and Wall Street. “This short-term bias has forced the real estate development industry to rely upon a standard list of ... product types ... [and] has also forced real estate developers to construct buildings that have an equally short-term life by slashing construction costs.” In contrast, for Leinberger, downtown, mixed-use, and pedestrian-oriented developments “have a different investment return curve,” a curve that, “does not perform as well as conventional development in the early years, but accelerates during the mid- to long-term.” This timeline complicates financing for these “progressive developments,” but, in turn, can offer substantially better mid- to long-term returns to more patient investors.<sup>16</sup>



The Century Theater Block in downtown Albuquerque, an example of progressive development, “burys” a 50,000-square foot, 14-screen big box theater behind seven individually designed retail/office buildings that surround the theater, except for the two-story entrance on a full two-acre city block that was formerly a surface parking lot. (Source: Arcadia Land Company and HDIC).

Experience demonstrates that progressive developments face significant challenges, however, including access to mid- to long-term (“patient”) capital, and “ripple effect” displacements of low-income and minority communities as redevelopment spurs a rise in land values and rents in adjacent areas. Gentrification and displacement are processes long familiar to low-income and minority urban residents, from older models of urban renewal to the more recent “back to the city” movement resulting from changing demographics of homebuyers. This new urban demand is spurring a strategic procession of public and private investment which is creating new development opportunities, purposefully attracting new residents to previously disinvested

<sup>16</sup> For more information on Chris Leinberger’s articles and other work, visit [www.cleinberger.com](http://www.cleinberger.com).

neighborhoods. This increased desirability feeds a quick run-up in land values and related costs (e.g., rents, property taxes). Single-family rentals are sold and converted to homeownership and substandard properties are razed or improved to meet the demands of the new, higher-income residents. Existing residents are subjected to multiple displacing pressures and existing businesses and employers face rising operating expenses and the steady loss of their customer base. Affordable rental property, residential or commercial, is harder to find—and harder to develop—as local community development corporations (CDCs) and other affordable housing providers struggle to make projects pencil out in this new, high land value marketplace.

Given these facts, regionalism and equity face these two challenges. First, how to consistently finance progressive development as a key strategy for central city revitalization? Second, assuming the financing is secured and the development moves forward, how to ensure that adjacent neighborhoods have a land base available for greater affordable housing demand? The solutions may not always connect, but in Albuquerque—thanks to a multi-stakeholder, community-based business planning process—they might with “value latching.” The value latching project in downtown Albuquerque is a combined effort of the Enterprise Foundation, Marshall L. and Perrine D. McCune Charitable Foundation, and Ford Foundation that advances a critical aspect of regional equity—housing affordability. This profile highlights the Enterprise Foundation’s experience in supporting this project.

### Funder Interest

The Enterprise Foundation’s Albuquerque focus is to ensure that the city’s low- and moderate-income neighborhoods avoid the fate of similar, now-displaced neighborhoods in Santa Fe, N.M. Knowing that a revitalized downtown would overwhelm adjacent neighborhoods—neighborhoods already experiencing early instances of property speculation—Enterprise saw value latching as an opportunity to get in early and make a proactive difference. In an era where affordable housing and community development require increasingly innovative ways to create local assets, the Enterprise Foundation recognized the unique importance of creating a financial model that did not rely exclusively on government dollars. Enterprise got involved viewing

this as an opportunity to meaningfully address gentrification and displacement.

Throughout the country, Enterprise personnel had seen “so many terrible things happen” to communities at risk of displacement, according to Ed Rosenthal, director of the Santa Fe office of the Enterprise Foundation. So, in Albuquerque, Enterprise embraced the opportunity to get in ahead of the social and real estate value curve.

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In an era where affordable housing and community development require increasingly innovative ways to create local assets, the Enterprise Foundation recognized the unique importance of creating a financial model that did not rely exclusively on government dollars.

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### Regional/Neighborhood Equity Impacts

The Arcadia Land Company (Arcadia) is a progressive developer active in downtown Albuquerque. Arcadia knew that financing a potential new development would require more than just conventional capital, but also “patient” capital. It found this capital in the McCune Charitable Foundation, New Mexico’s largest foundation and also one with a mission-driven commitment to smarter growth policies and practices. With Arcadia, McCune formed the Historic District Improvement Company (HDIC), investing \$7 million in Foundation assets. The HDIC would be a “catalytic development company, [building] the initial private sector projects anchoring the revitalized downtown,” according to Leinberger.



A daytime view rendering of the Gold Avenue Loft in downtown Albuquerque, a new progressive real estate development that “buries” a 180,000-square foot, 630-car parking structure. (Source: Arcadia Land Company and HDIC).

In the late 1990s, the city of Albuquerque established a strategy for downtown revitalization and had already made its own significant investments when HDIC approached. The HDIC sought a development agreement by which the city would support some of a proposed new mixed-use development's up-front risk—a \$12 million investment of tax abatement, infrastructure, land, and future parking structures. In exchange, the city, like the McCune Charitable Foundation, receives a percentage of HDIC's mid- to long-term cash flows (25 percent in years six to 12, 50 percent in years 13 to 20), a projected \$18 million return to the city (not including increased property tax revenues). Thus, two “patient” investors (McCune Charitable Foundation and the city) made a financial commitment to the HDIC, evidencing a consensus belief in the mid- to long-term financial performance of a planned progressive development.

Yet questions remained. Could these fairly predictable future revenue streams be converted to a present value (i.e., “latched on to”)? Could that present value be made available to acquire a land base for affordable housing? And what kind of entity would be appropriate for such activities?

In the City-HDIC Development Agreement, the city committed that its share of future cash flows would be reinvested in downtown. The HDIC approached the Enterprise Foundation, looking for assistance in convincing the city to pledge, as part of that commitment, these future cash flows to a new organization that would then leverage these funds to secure additional investments and then issue its own loans and make its own investments in furtherance of affordable housing and other public purposes.

The Enterprise Foundation supported the concept of a new entity but, concerned about undue developer benefit/control and a lack of involvement from the adjacent communities, insisted that a new operation come from an inclusive, community-based planning process. With initial funding from McCune, later supplemented by Enterprise and the Ford Foundation, Enterprise convened a multi-stakeholder planning process to determine whether a new organization was appropriate, what types of investments it might make, and which geographic areas such investments might target. In the end, this facilitator-led, Ford Foundation-documented, two-and-a-half year process yielded a consensus product,

a business plan for a new entity named the Downtown Albuquerque Civic Trust.

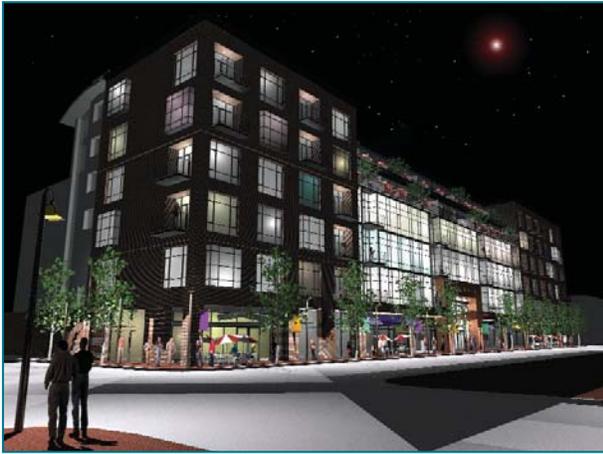
Now in its first year of operation, the Civic Trust is a not-for-profit, 501(c)(3) organization. It recently hired an experienced community development professional, Joseph Montoya, as its first executive director. The Trust's mission is, “To complement downtown Albuquerque revitalization through loans and investments which assure the continued availability of convenient and affordable housing, as well as affordable commercial, arts, and public spaces while maintaining diversity and social responsibility.”

Its 26-member board of directors is composed of the same stakeholder interests represented in the planning process: lenders, large downtown and near downtown employers, downtown business and property owners, adjacent neighborhoods, local government, not-for-profit developers, for-profit developers, commercial and residential realtors, foundations, public schools, arts organizations, architects, planners, urban designers, and impacted populations.

The Trust's market area includes the downtown core of Albuquerque and those portions of the immediately adjacent neighborhoods that could impact, or be impacted by, the revitalization of downtown. Per the business plan, potential lending and investment projects include homeownership (30 to 60 percent Area Median Income [AMI], 60 to 80 percent AMI, 80 to 120 percent AMI—with different investments associated with the different ranges); rental housing (below 30 percent AMI, 30 to 60 percent AMI, 60 to 80 percent AMI, 80 to 120 percent AMI—with different investments associated with the different ranges); and arts, commercial, or mixed-use projects.

In this first year of operation, the Trust's primary goal is securing the all-important current revenue stream which would allow it to pursue mission-driven loans and investments. Acquiring program-related investment, or PRI, is the focus of this goal. Revenues from Trust-funded projects would be the first source for PRI repayment and any program-related investor would also have some right against the projects themselves. Lastly, and most importantly, it is anticipated that the city of Albuquerque would offer secondary support for any PRI, secured by its right to future HDIC cash flows. The City Council has passed a resolution in support of this potential

arrangement. Any future city action committing its future HDIC cash flows would occur in response to the particular needs of any specific PRI opportunity.



The Gold Avenue Loft in downtown Albuquerque is the most complex and high-density building in New Mexico, combining rental retail, for-sale office, and for-sale residential on 12,000-square feet (150 dwelling units to the acre). (Source: Arcadia Land Company and HDIC).

### Results

To date, the primary accomplishment has been the establishment of the Civic Trust itself. The Trust has a business plan that reflects the wishes of groups and individuals with previously very different interests who have come together to support the effort, as represented by the diverse stakeholders forming the board of directors. This balance is important for several reasons. First, it increases the likelihood that the Trust's project and investment decisions will receive stakeholder support. Second, it makes the Civic Trust a more appealing opportunity for any program-related investment. According to the McCune Charitable Foundation's executive director, Owen Lopez, the Foundation hopes the Civic Trust secures the PRI by July 2006, the end of its current grant from the Foundation. Lastly, the PRI will affect local political decisionmaking, enhancing the likelihood of city support for the Trust's activities.

### Lessons Learned

The value latching endeavor has underscored the need for a community-based process when designing any anti-displacement effort, says Enterprise's Rosenthal. The process cannot be top-down and must be overtly and purposely accessible. For example, the planning meetings for the Civic Trust rotated among the many stakeholders—sometimes held at a community center, sometimes

at a CDC, sometimes downtown—over the course of dozens of meetings. Committing to this kind of process, says Rosenthal, means committing to the time it requires.

Building a consensus-driven business model with many different stakeholders, even if, as in this case, they all like the basic concept, requires time and patience from all concerned, including funders.

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## I. H. A TRAVEZ DE LA FRONTERA: LAND USE VISIONING<sup>17</sup>

### Funders Highlighted:

International Community Foundation

The San Diego Foundation

*“Las Californias and Los Laureles Canyon are both examples of smart growth challenges in binational settings.”*

— Richard Kiy, International Community Foundation

Collaboration across borders between the United States and Mexico is not always easy. Cross-border collaboration on issues that affect both sides, such as water pollution, environmentally and ecologically sensitive areas, and rapid housing developments can be even tougher. But with hard work and determination, cross-border collaboration is possible. This profile demonstrates how a foundation has been able to address the concerns of rapidly growing, poorly planned communities on both sides of the U.S./Mexico border.

### Project Profile

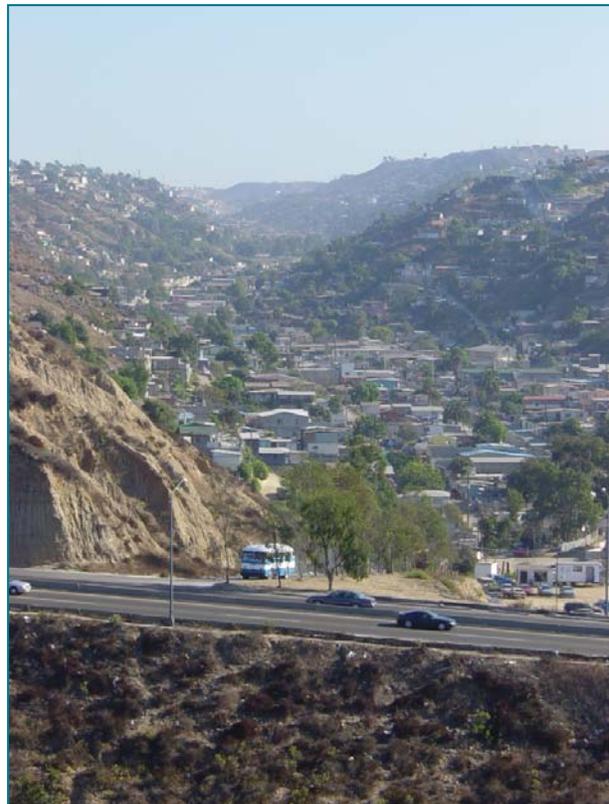
Recognized as the fastest growing urban areas in the United States and Mexico, respectively, the San Diego and Tijuana metropolitan areas are showing signs of unmanaged urban sprawl spreading into land reserved

for protected wildlife. With a combined population of four million, the growth threatens the biological integrity of the open space triangle between Tijuana, Baja California, Mexico, Tecate, Baja California, Mexico, and San Diego, Calif.,

as well as the quality of life for residents in Los Laureles Canyon, an urban canyon in western Tijuana that drains into the Tijuana estuary, a wetland of international importance on the U.S. side.

as well as the quality of life for residents in Los Laureles Canyon, an urban canyon in western Tijuana that drains into the Tijuana estuary, a wetland of international importance on the U.S. side.

The two projects described in this profile address different types of smart growth challenges. The Las Californias Binational Conservation Initiative focuses on the area between San Diego, Tijuana, and Tecate, which is becoming rapidly urbanized, with booming population growth and little zoning and land use planning at the municipal level. “If growth continues at its current pace (12-acres per day), there will be a 48-mile urban barrier between public lands that are under conservation management on the U.S. side (39,527 acres) and intact ecosystems on the Mexican side,” according to Anne McEnany, director of sustainable communities at International Community Foundation (ICF).



A view of sprawling development in the Los Laureles Canyon from the U.S. side. (Source: International Community Foundation).

Meanwhile, in the urban canyons of Tijuana, including Los Laureles Canyon, erosion and pollution problems have gotten worse as explosive population growth in Tijuana has left many without affordable housing. To find shelter, people are illegally moving onto Mexican federal lands in Los Laureles Canyon, where they dig into the steep sides of the gorge and build homes out of found materials,

<sup>17</sup> Loosely translated, “Blurred Borders: Land Use Visioning.”

such as tires and garage doors.<sup>18</sup> “The population has grown from 500 seven years ago to 54,000 today,” according to Oscar Romo, coastal training program coordinator with Tijuana Estuary. In Los Laureles, ICF is working on an erosion control and stormwater management feasibility project.



Residential development sprawls onto the hillsides in eastern Tijuana. (Source: International Community Foundation).

### Funder Interest

Raising Las Californias’ visibility as a priority issue came from early work by ICF and other funders who wanted to know more about this rapidly-developing area. With an emphasis on Baja California, ICF is in a unique position to fund Mexico-based organizations to work with San Diego/U.S. efforts on Las Californias. According to Emily Young, associate vice president, community partnerships at The San Diego Foundation (TSDf), it provides U.S.-centric resources and support while ICF has an international network to develop and implement projects. The International Community Foundation is leveraging its grants in Mexico by working with U.S.-based funders, partners, and agencies. In Las Californias, ICF has been able to double its investment with in-kind donations from government, explains ICF’s McEnany. Meanwhile in Los Laureles Canyon, one ICF grant has turned into two, and possibly three.

### Regional/Neighborhood Equity Impacts

The Conservation Biology Group and ProNatura (a national conservation organization in Mexico with five offices throughout the country whose Ensenada office focuses on the border region) were commissioned by ICF and TSDf to collaborate on a research process that has resulted in better working relationships, harmonized data for the region, and a conservation vision for the border region.<sup>19</sup> The International Community Foundation took on an overall project management role

and leveraged these efforts to find partners on both sides of the border, explains TSDf’s Young.



The Las Californias Binational Conservation Initiative’s study area includes a Toyota plant, nearby dam, and mountainous open space. This aerial image reveals how a wildlife corridor that exists here could be easily lost. (Source: International Community Foundation).

In Los Laureles Canyon, ICF and its partners are intervening at a critical time: ICF hired the municipal planning agency of Tijuana (IMPlan) to do a baseline study of the Canyon, assess the risks from inadequate land use, and recommend possible projects to empower and educate. This diagnostic has just been completed. As an ICF report describes, “Phase II will focus on on-the-ground demonstration projects with the local community. ICF will select three to eight pilot projects that reflect the recommendations of the technical diagnostic.”<sup>20</sup>

The San Diego Foundation’s Young ideally wants to see the collaborative work in Las Californias result in binational protection of open space to protect wildlife linkages, quality of air and water resources, and ultimately the quality of life for border communities. To this end, she hopes their efforts will help mobilize funding and other resources to realize change. Reaching these objectives would allow someone like Tijuana Estuary’s Romo to realize the possibility of turning Los Laureles Canyon into a model for many other binational urban areas faced with similar challenges, like the sister cities of Nogales, Ariz., and Nogales, Sonora, Mexico, and El Paso, Texas, and Ciudad Juarez, Chihuahua, Mexico.

<sup>18</sup> “Coastal Managers Without Borders: Working on the Edge of America,” available at [www.csc.noaa.gov/magazine/2004/01/mexico.html](http://www.csc.noaa.gov/magazine/2004/01/mexico.html) (2004).

<sup>19</sup> [www.consbio.org/cbi/about/pronatura.htm](http://www.consbio.org/cbi/about/pronatura.htm).

<sup>20</sup> “Action item for the Tijuana River Watershed,” available at [www.icfdn.org/initiatives/llc/llc.htm](http://www.icfdn.org/initiatives/llc/llc.htm).



The International Community Foundation, Tijuana Estuary, and IMPlan hosted a November 2004 community meeting in the neighborhoods of Los Laureles Canyon to disseminate the results of their diagnostic and discuss future pilot projects. (Source: International Community Foundation).

## Results

The creation of a joint effort to study and act in concert toward improving the environment and addressing related social issues is a significant result of the early development of the projects. “We’re just beginning to raise awareness of the importance of rescuing open space in this region. Our partners and grantees are working on zoning reforms and a landowner contact program in Mexico, as well as land acquisitions in San Diego County,” explains Richard Kiy, president and CEO of ICF. Kiy continues, “We’re extremely pleased with the initiative’s progress in just two years.” The San Diego Foundation’s Young states, “ICF and TSDf are now moving forward to identify possible funding partners to advance the critical work that lies ahead to protect our shared resources in air, land, and water.”

Even before an official diagnostic of Los Laureles was completed, Romo from the Tijuana Estuary began discussions about solutions and held workshops for residents on how to build with discarded material using proper techniques. The Tijuana authorities reacted positively with mayoral support and the people in the Canyon did not feel threatened. Moreover, according to Romo, active conversations with local authorities have bypassed official communication protocol between state departments because information never trickles down. This has led to more direct communication between nonprofits and government agency representatives, which can often cut through bureaucracy with personal relationships. In Mexico, this kind of one-on-one contact is critical for on-the-ground success.

Romo also notes that the Los Laureles work caught the attention of Tijuana-based non-governmental organizations (NGOs) that were inspired by the international partnerships. The NGOs have used the partnership as guidelines in their own endeavors to further progress with U.S. partners.



A view of the storm drain that connects the United States and Mexico and the Los Laureles Canyon and Tijuana Estuary. (Source: International Community Foundation).

## Lessons Learned

Romo believes that ICF is good at supervising projects and supporting a dynamic process. However, Kiy admits that, “[international work] always takes longer than domestic work. Culture and language coupled with barriers slow projects.” For example, Kiy references the fact that mayors in Mexico can only hold one term of three years, which causes inconsistent municipal support and a constant need to educate the incoming administration. Viewing the San Diego/Tijuana geographic area as one region has helped the International Community Foundation play a key role in educating political officials,



A view of sprawling development patterns in eastern Tijuana. (Source: International Community Foundation).

philanthropists, and organizations across borders for a greater common vision.

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## I. I. MOBILIZING ACTION FOR REGIONAL EQUITY

### Funders Highlighted:

Barr Foundation

The Hyams Foundation

*“There is no question that interacting with Action for Regional Equity has significantly sharpened my thinking on equity issues that did not come up in some of the environmental circles where I was focused.”*

— Nancy Goodman, Environmental League of Massachusetts

Action for Regional Equity is comprised of Massachusetts’ leading equity organizations and grassroots advocates coming together to shape policy as well as engage in joint dialogue and advocacy. This profile highlights the promises and obstacles of joining state and grassroots advocates together in order to achieve greater collaboration, leverage collective learning, and foster more effective advocacy for regional equity.

### Project Profile

Regional equity advocacy achieved a turning point in March 2002, when advocates attended a national conference in Kansas City, Mo., sponsored by PolicyLink and the National Community Building Network (NCBN) that focused on equitable development in regions across the country. Such issues were of critical importance for the Boston region.

The Census 2000 revealed metropolitan Boston’s Standard Metropolitan Statistical Area (SMSA) held 3.4 million residents. The increasing diversity of the region is highlighted by a surge in foreign-born immigration that has directly shaped the regional demographic.<sup>21</sup> But the Census 2000 only begins to tell the story. Greater Boston has undergone a profound transformation during the past 20 years that has revitalized the economy, energized its considerable intellectual capital, and re-established it as one of the nation’s destination metropolitan regions. It has also challenged Massachusetts residents to rethink long-standing

notions of race, class, political autonomy, and local determination.

For equity advocates, the 1990s were a difficult decade. In the face of unprecedented economic growth, many low-income communities and populations of color found themselves left behind. Aggressive private development with insufficient public policy safeguards led to a particularly virulent wave of gentrification, with housing prices exceeding nearly every other metropolitan region in the United States. The future of the Boston region—the type, location, and cost of housing; the quality and accessibility of jobs; the health, safety, and character of communities—remains the subject of intense public debate. A new dimension in this discourse is the notion of smart growth principles and policies intended to counter the prevailing trend of sprawling development. Smart growth is best known as a strategy for building more compactly in order to conserve open space, reduce automobile dependence and energy consumption, and integrate land uses into more mixed-use, pedestrian-accessible neighborhoods. Yet for many equity advocates, because of a lack of serious attention to housing affordability, smart growth represents yet another in a series of public planning paradigms that could yield harmful consequences for their constituents.

The displacement wave only intensified the impacts for Boston’s minority neighborhoods such as Roxbury and Chinatown. Since the 1950s, Chinatown has lost two-thirds of its residential land to other uses. “Smart growth does nothing to protect our residents,” notes Lydia Lowe, executive director of the Chinese Progressive Association, the neighborhood’s principal advocacy organization. “To us, it means bringing wealthy residents in from the suburbs that drive housing prices beyond the ability of Chinatown residents to stay. There has to be a better alternative.” Displacement from these neighborhoods and the influx of new immigrants has

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The future of the Boston region—the type, location, and cost of housing; the quality and accessibility of jobs; the health, safety, and character of communities—remains the subject of intense public debate.

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<sup>21</sup> “Census 2000,” available at [www.census.gov/main/www/cen2000.html](http://www.census.gov/main/www/cen2000.html). In fact, without this immigration, the city would have continued a three-decade trend of population loss.

had a spillover effect on industrial cities such as Chelsea, Lawrence, Lowell, and Brockton.

Growing pockets of struggling families in communities much farther from Boston are a product of the same gentrification phenomenon.<sup>22</sup> Low-wage workers in Boston and the surrounding former industrial centers are finding that jobs are increasingly located in less accessible exurban locations and that their housing and transportation costs are taking an ever larger share of their paycheck, even in the midst of an economic boom.

In the northern reaches of the greater Boston metropolitan area, environmental and open space advocates are asking hard questions about how issues of housing affordability in Boston impact their efforts at habitat preservation. “There are entire communities that do not buy into the need,” says Ed Becker, executive director of Essex County Greenbelt Association, a 3,000-member open space land trust. “We need to start seeing the connection and there has to be political leadership to translate that recognition to policy change.”

Staff from PolicyLink ventured to Boston in June 2001 at the invitation of the board of the Hyams Foundation, due to considerable interest in hearing what lessons PolicyLink could share from its emerging national work.<sup>23</sup> Just weeks earlier, PolicyLink had launched its Equitable Development ToolKit as an online resource to identify strategies that address residential and small business displacement and other negative consequences associated with gentrification. “We suspected that a lot of our grantees would be interested in hearing about what PolicyLink had learned, so we pulled together an afternoon session for the community,” recalls Cathy Cha, former program officer for the Hyams Foundation. “It was assembled rather hastily, actually. We were concerned that no one would be able to make it.” Yet 40 community representatives attended.

By the time of the March 2002 national convening in Kansas City, more than a dozen organizations in greater Boston were thinking proactively about regional equity policy. To help further this thinking, the Hyams Foundation decided to provide scholarship support to several of their grantees to ensure that they could attend the national convening. “It was pretty evident that our groups needed to be there,” recalls Cha. “There

were lessons they could offer other regions, and a lot they could learn.” At the end of the proceedings, the Boston caucus shared a final lunch and considered the implications for regional equity in greater Boston.

It was clear that for a collaborative effort to be worthwhile, it would need to meet a range of existing needs and achieve a set of common goals for the local organizations. For Marvin Martin, it meant getting outcomes relevant to his constituents with less hassle. Martin directs the Greater Four Corners Action Coalition, a neighborhood-based planning and economic development nonprofit serving Dorchester, Mass. “We do not need to join another coalition,” he declares, repeating a theme resonant with other representatives, “but any effort that can make policy impact easier in our communities is worth talking about.”

Even more, it meant ceasing the endless cycle of skirmishes with individual landlords throughout the city, explains Mark Pedulla, lead organizer for City Life/Vida Urbana. Pedulla increasingly found himself drawn across a far broader swath of the city, defending tenants from evictions by negotiating rent stabilization collective bargaining agreements—one building at a time. “We are getting called on more and more to provide services citywide, despite being an organization focused on Jamaica Plain. We need solutions that can impact thousands, not dozens.” Finally, Warren Goldstein-Gelb, program director at Alternatives for Community & Environment (ACE), surmises, “What will make this worth pursuing is if we could really think about policy in a way that cuts across all of our primary missions and makes it worth staying in that conversation because of what results.”

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— Warren Goldstein-Gelb

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<sup>22</sup> The William Monroe Trotter Institute at the University of Massachusetts, Boston is conducting a study for the Annie E. Casey Foundation that includes findings on displacement of the African American community.

<sup>23</sup> PolicyLink was founded in 1999.

To meet all of these objectives, the group committed unequivocally that its discussion must always lead with equity. Too often, organizations representing low-income communities and populations of color would engage in public processes only to find that when the hard decisions had to be made, their needs were most readily compromised—or ignored altogether. Second, they agreed that those facing the problem should be at the forefront of the solution, creating an opportunity for constituency to drive a process. Third, the regional equity framework forced the issue and connected the dots, because by definition it blurred traditional divisions that had limited the effectiveness of previous conversations. Geography, ethnicity, issue area, development type—each of these characteristics could inhibit public discourse. A conversation solely about housing might not address the realities of workforce development and transportation that influence a family’s ability to own a home. For many of the groups, the regional equity framework represented a refinement of smart growth that was more fundamentally tied to their values. PolicyLink committed to facilitating the dialogue until a clear agenda for action emerged.

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Those committed to emerging smart growth dialogues also found participation useful. “There is no question that interacting with this group has significantly sharpened my thinking on equity

issues that did not come up in some of the environmental circles where I was focused,” observes Nancy Goodman of the Environmental League of Massachusetts.

Several meetings led to a decision to commission a report to explore the state of regional equity for greater Boston. PolicyLink provided primary research, interviewing 88 regional leaders in the nonprofit, academic, government, and philanthropic sectors to develop its assessment—relying heavily on what had become a 14-member steering committee for guidance. A key part of that research required adherence to the principle of engagement; to that end, the group held two Regional Equity Summits

in Boston as a way to share its evolving research and get substantive input into its refinement. More than 160 community and organizational leaders attended the two events. At the second meeting, held on April 11, 2003, the next-to-final draft of the regional equity report was distributed and reviewed. Eighty representatives from community-based, government, and philanthropic organizations discussed the policy priorities identified by the leadership group and refined the ideas in the report for short-term actions. At the second meeting, half of the participants were based in towns beyond Boston. The larger turnout from other cities was the result of a priority identified by people at the first convening and the concerted effort on the part of the committee.

From these meetings, the final report emerged, *Promise and Challenge: Achieving Regional Equity in Greater Boston*, identifying troubling trends and rich opportunities for the region.<sup>24</sup> The steering committee participating in this process, now known as Action for Regional Equity (Action!), set forth a series of policy recommendations and began its own priority-setting process to determine what course it would pursue. The steering committee ultimately grew to a leadership group of 20 of the state’s leading equity organizations.

### Funder Interest

One crucial challenge lay in the complexity of the message. Local foundations already supported the respective individual work of many of the organizations involved in the effort. A challenge emerged as these groups sought additional support to extend their thinking, challenge the existing regional development paradigm, bring new constituencies to the public conversation, and engage in potentially controversial work.

The Barr Foundation’s interest in protecting environmental resources, promoting smart growth, ensuring environmental justice, and advancing educational equity led them to take a closer look at Action! and its potential for policy impact. As Barr’s senior program officer, Mariella Tan Puerto, explains, “Equity advocates who represent constituencies that have been historically marginalized and disempowered need the opportunity to take leadership and set the equity agenda on their own

<sup>24</sup> PolicyLink. *Promise and Challenge: Achieving Regional Equity in Greater Boston* (2003). Available at [www.policylink.org](http://www.policylink.org).

terms. We saw the value in PolicyLink bringing the lessons they have learned from other regional equity efforts, as well as the skill to help knit a diverse, cohesive coalition that can bring about policy change in the region.”

Two other foundations have played key roles in the emergence of Action! as an influence in regional policy development. As part of its grant to PolicyLink, the Fannie Mae Foundation funded regional conferences to share the findings of the Equitable Development Toolkit. These conversations brought groups together to recognize the opportunity. The Hyams Foundation supplied early seed funding and scholarship support to future Action! members to attend key national events that framed their subsequent thinking.

Going forward, the evidence of home-grown leadership for policy initiatives and constituency development will ultimately determine the breadth and scope of philanthropic support for Action!’s efforts.

### Regional/Neighborhood Equity Impacts

Although early in the process, there are signs that Action! will be able to achieve policy impact. The group currently has legislation before the Massachusetts State House that would document the demographics of residents of state-subsidized housing developments—a critical missing piece of information in the work to eliminate housing segregation in Massachusetts. The group is also bringing new advocacy energy towards the effort to invest increased resources into the state’s affordable housing trust fund, targeting an infusion of \$100 million over the next five years.

Action! is working through administrative advocacy to integrate equity principles into the implementation of a \$30 million transit-oriented development fund. Action! has mobilized allies to engage the state in the development of its 25-year vision for transportation planning and investment in an area of historically significant disparities from the perspectives of local equity advocates. To complement that advocacy, the group is providing training to grassroots and other organizations long concerned with transit issues but that have not had the experience or technical expertise with which to engage in the discussion.

### Results

The Action! process has brought several hundred organizations across greater Boston together to discuss the real steps needed to advance regional equity. In short order, the group began to shape the policy discourse for the region, infusing equity into an arena formally devoid of the topic. Through public meetings, op-ed placements, engagement of academic and business interests, and direct advocacy with lawmakers, Action! is demonstrating new ways for philanthropy to invest in improved community outcomes that serve all populations in the region.

“We would like to see statewide policy advocates working with grassroots advocates to craft policy,” states Barr’s Puerto, “but not in a way of ‘we have this policy, why not sign on?’ We would love to see an equal partnership emerge.”

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“We would like to see statewide policy advocates working with grassroots advocates to craft policy, but not in a way of ‘we have this policy, why not sign on?’ We would love to see an equal partnership emerge.”

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— Mariella Tan Puerto

### Lessons Learned

To be sure, progress is deliberate, and does not come easily. But even in engaging the challenges that face the work, foundations and their community partners are learning valuable lessons.

The first lesson is that suburban communities and urban centers have common causes. When a sufficient concentration of suburban leadership joined discussions of regional issues, it quickly became clear that several preconceptions of suburban perspectives needed re-evaluation. Mutual concerns about equitable housing distribution, the region-wide implications of environmental justice on community health, and the connection between transportation equity and workforce development created a sense of possibility that concerted statewide advocacy is possible.

Second, inherent tension exists between the inertia of public institutions and the capacity of community-based organizations to endure the extensive timeframes of regional planning processes. Most nonprofit organizations cannot afford to invest the staffing required for a multi-year planning process and exit with negligible products to show for their

efforts. And with each public planning process that ends with minimal benefit for communities of color and low-income populations, it becomes increasingly difficult to solicit their engagement. Regional equity advocates from both sectors need to find a way to reverse this cycle.

Furthermore, public officials are still building their capacity to effectively engage resident participation for equitable development. The premise of equitable development—integrating people and place in a development process with social benefits for existing residents and financial returns for investors—actually resonates with many public officials nationally. Converting that interest into an effective reversal of policy decisions that perpetuate inequities is another matter. In Boston, as elsewhere, there is still significant work to be done in marshaling further effective action in the public sector.

The value of facilitation in creating the space for dialogue on regional equity issues is an immediate lesson. While groups were quick to recognize the value of such a conversation, the availability of immediate and flexible staff energy to implement important next steps, focus conversations on real priorities, and thread together key strategies is essential to ensure that such work endures. Action! has been the architect of this dialogue on regional equity, with PolicyLink playing the willing role of facilitator.

Finally, identifying policy targets and creating common language take time that cannot be circumvented. At first blush, the timeframes for several of the instrumental accomplishments of Action! and its broader participation seem lengthy. Without the thorough discussions held by the group and encouraged by the public meeting and research process, however, there would be little chance for advancing significant policies in the coming months. Coalitions that move complex agendas with multiple stakeholders, innumerable points of contention, and unending negotiation often collapse under their own weight if the proper ‘homework’ has not been performed.

“We understand that this type of work involves a lot of process and takes a while,” clarifies Puerto. “There may not be tangible outcomes in the short run. But we like where the work is heading.”

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## I. J. FUSING ISSUES, MAKING CHANGE: REGIONAL ADVOCACY IN THE SAN FRANCISCO BAY AREA

### Funders Highlighted:

The California Endowment  
 Ford Foundation  
 The San Francisco Foundation  
 Surdna Foundation

*“It isn’t hopeless. Funders can make a difference.”*  
 — Hooper Brooks, Surdna Foundation

The San Francisco Bay Area is an important national focus point in the quest for more equitable regional development. As highlighted in this profile, community, statewide, and national funders have become involved in supporting advocacy efforts aimed at making the region more equitable and livable for all residents. This profile highlights that as a result of the collective efforts, the circle of support for achieving equity has broadened and a cross-section of sectors, organizations, and community members are involved in the regional decisionmaking process and the search for solutions.

### Project Profiles

The Bay Area Social Equity Caucus (SEC) emerged in 1997 out of the Bay Area Alliance for Sustainable Communities, a group convened by the Bay Area Council, the Association of Bay Area Governments, the Sierra Club, and Urban Habitat.<sup>25</sup> Concerned about a historical pattern of exclusion, the SEC seeks to create access and opportunities for low-income minority communities and to ensure their voices are heard in shaping the regional equity agenda. The SEC works to build strategic partnerships by connecting member organizations’ local issues and priorities to a broader regional equity agenda. Directed by Urban Habitat, SEC has taken the lead in shaping innovative strategies in the Bay Area, such as a Compact for a Sustainable Bay Area, which outlines the principles for sustainable local development that was endorsed by many of the region’s jurisdictions, and the Community Capital

Investment Initiative, which promotes the concept of double bottom line investments that provide economic returns to investors as well as social and economic benefits to communities. The SEC, an advocate for equitable development, works collaboratively with its member organizations and other Bay Area groups to create policy changes in areas such as housing, transportation, and environmental justice.

The Transportation and Land Use Coalition (TALC) emerged around the same time as the Social Equity Caucus. The Coalition was catalyzed by a 1997 grant from the William and Flora Hewlett Foundation to the Surface Transportation Policy Project (STPP) that was designed to foster collaboration in select metropolitan areas. Access to transportation is central to connecting low-income communities to

regional opportunities and resources in the Bay Area, including jobs, schools, and health care facilities. The Bay Area is challenged, however, by a history of under-funding transit investment in low-income communities. Ever-spreading sprawling development has left infrastructure planners scrambling to keep up with transportation needs, while the complex decisionmaking processes and long planning horizons have typically deterred community participation in decisionmaking processes. The focus of TALC is on creating a more sustainable and socially just Bay Area by ensuring that communities, particularly low-income communities, have access to needed transportation services. The Coalition’s work seeks to reverse a

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<sup>25</sup> The Bay Area Council represents 200 of the largest businesses in the region ([www.bayareacouncil.org](http://www.bayareacouncil.org)). Urban Habitat is one of the oldest environmental justice organizations in the nation ([www.urbanhabitat.org](http://www.urbanhabitat.org)).

pattern of disproportionate transportation investment in highway development at the expense of transit services in low-income communities. Originally made up largely of regional environmental and planning groups, TALC is partnered with more than 90 organizations, including grassroots community groups representing the interests of low-income communities of color. At times TALC joins forces with the SEC through its Transportation Justice Working Group to achieve policy wins. Furthermore, the involvement of low-income grassroots groups has sharpened TALC's equity perspective and strengthened its advocacy efforts, according to Stuart Cohen, TALC's executive director.

Adding to the advocacy base for regional equity in the Bay Area, Regional Asthma Management & Prevention (RAMP), a project of the Public Health Institute, is focusing on asthma as an equity issue that is related to broader issues of environmental justice, transportation, housing, and education. Asthma, a disease that disproportionately affects low-income minority neighborhoods, can be triggered by poor quality indoor or outdoor air. Air pollution caused by factors like car exhaust, diesel fumes, toxins, poor indoor ventilation in crumbling schools, as well as molding and mildew in substandard homes, is contributing to this growing problem.

Created in 1996 to address the growing problem of asthma, RAMP recognizes that asthma is a multi-dimensional issue that requires a multi-faceted approach. In the search for solutions, RAMP involves a wide range of groups, such as health care providers, community-based organizations, managed care organizations, individual county health departments, and environmental health as well as environmental justice advocates. A key player in health advocacy and contributing to legislative victories, RAMP collaborates with other initiatives to campaign for better environmental, housing, and school policies. For example, RAMP has collaborated with Urban Habitat and the SEC, among others, to articulate thematic and strategic connections between asthma and environmental justice. It has emerged as a regional health intermediary and as a clearinghouse of best practices and innovative ideas. The organization facilitates information sharing and provides technical assistance in areas such as coalition-building, capacity-building, policy and

advocacy, and strategic planning. Exemplified as a replicable model, RAMP shows how limited local resources can be optimized at the regional level to serve a region's public health needs.

### Funder Interest

A variety of factors have attracted funders to these grantees, but one common theme emerges. Each funder acknowledges that they were attracted to the region and the organizations profiled here because the Bay Area is a center of innovative advocacy work.

Carl Anthony, acting director of the Community and Resource Development Unit at the Ford Foundation, calls the Bay Area "the epicenter of discourse about sustainable development and regional equity in the country." He explains

that the Ford Foundation wanted to pursue the opportunity to contribute to the local change efforts through the SEC. Additionally, Ford wanted to draw parallels and lessons

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The Bay Area is "the epicenter of discourse about sustainable development and regional equity in the country."

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— Carl Anthony

learned between their demonstration projects in Richmond, Calif., and Camden, N.J. On one hand, Richmond faces a host of socioeconomic problems but has a strong surrounding economy, while Camden is similarly plagued with socioeconomic barriers but is operating in an environment where the surrounding economy is weak.<sup>26</sup>

Innovation, the potential to share learning, and the ability to replicate the models are the factors behind funders' interest in TALC and RAMP, as they are with SEC. Hooper Brooks, program director for environment at the Surdna Foundation, was attracted to TALC because it was doing "some of the best work in the country" on transportation reform. Brooks describes the organization as having considerable strengths due to its ability to build coalitions, involve multiple parties, and its "skillful understanding of how the transportation funding world works." Furthermore, senior program officer Dianne Yamashiro-Omi from the Bay Area office of The

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<sup>26</sup> A more detailed profile of the Ford Foundation's regional equity demonstration projects in Camden, N.J., and Richmond, Calif., begins on page 32.

California Endowment explains that TALC was “taking a different perspective on barriers to health care.” The Endowment was looking for opportunities to support efforts focused on health in Contra Costa County and saw that TALC was such an opportunity. Marion Standish, program director of the Bay Area office of The California Endowment, explains that RAMP’s vision that it “could provide tremendous leverage by lifting up best practices that are taking place across the region and bringing together the local health departments in the health field to learn from each other” motivated and intrigued The California Endowment to support it in this “very creative approach to a serious health problem.”

### Regional/Neighborhood Equity Impacts

In assessing impacts, funders note that the communities have benefited from the work of their grantees and point out that the grantees themselves have also benefited. For example, TALC has helped the Bay Area clarify the connections between health care needs and transportation justice, indicates Brooks from Surdna. The Coalition’s work has engaged health institutions in the search for solutions towards reducing transportation barriers to health care, adds Yamashiro-Omi from The California Endowment. The Endowment adds that as a result of TALC’s work, communities are now more actively engaged in transportation issues. At the same time, the work has required policy-type organizations like TALC to become more inclusive and further its level of engagement with communities, notes Yamashiro-Omi. The Endowment, for instance, funded TALC to extend its public education campaign into Spanish-language communities, an important group in the Bay Area which organizations like TALC might normally miss.

Ford’s Anthony credits the SEC with expanding the range of collaborations that have taken place in the Bay Area and making the goal of regional equity more obtainable. Standish from The California Endowment indicates that, “RAMP has given us a way of thinking about sustainability and of how progress can be accelerated by working regionally.” She adds that RAMP’s “way of doing work holds a lot of promise especially in a state as big as California. We don’t have regional structures just to have them. Because of the size of California, there is value in these regional structures.” Anne Kelsey Lamb, director of RAMP, explains that through its

work, newly created types of networks that often rely upon low-cost mechanisms such as listservs would have a lasting impact on policy.

### Results

In its efforts to advance transportation justice, in 2000 TALC released, *World Class Transit for the Bay Area*, a blueprint for creating a sustainable and equitable transportation system building on an earlier campaign victory in which it successfully advocated for shifting \$375 million toward maintaining Bay Area transit systems. The report garnered significant attention, became a leading advocacy tool in the policy debate about transportation spending, and served to unify Coalition members behind a common regional agenda with specific proposals. In 2004, the report’s influence was still felt through a campaign led by TALC to raise over \$100 million per year, in perpetuity, in order to build and operate public transit, drawing from ideas presented in *World Class Transit*. The grassroots campaign led by TALC, as well as media outreach, ensured that the measure successfully passed.

The Coalition continues to bring new public transit investments in the area. In the process, TALC has opened up access to a broader range of regional resources and

opportunities for low-income groups, including access to jobs and health care facilities, and engaged low-income communities in shaping the transportation policies that affect their lives.

Transportation barriers can also affect one’s health. A 2002 TALC report, *Roadblocks to Health*, reveals that only one-third of the residents of the poorest neighborhoods in Contra Costa County can easily reach health clinics by walking or by riding transit. The California Endowment, which funded the report, is now funding a three-year TALC effort to identify solutions and improve access by linking low-income residents with health care and transit providers. In the Monument Corridor neighborhood of Concord, Calif., TALC’s analysis and GIS maps showed that only 250 people in this community had transit access to a clinic. This analysis helped La

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“We don’t have regional structures just to have them. Because of the size of California, there is value in these regional structures.”

— Marion Standish

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Clinica de la Raza identify this critical need and use the maps to garner funding to open a new health clinic. Now over 12,000 community members have transit or pedestrian access to a full-service clinic.

In early 2005, TALC launched a comprehensive effort to ensure that low-income and minority communities have a strong voice in transportation decisions through the distribution to more than 1,500 community groups of a new guide in Spanish and English entitled, *Access Now!*. With a grant from The San Francisco Foundation, TALC is offering free training and technical assistance to help these communities prepare effective local efforts.

Recognizing that transportation is an issue, the Social Equity Caucus created a Transportation Justice Working Group (TJWG) to document the

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With many formerly disinvested communities undergoing revitalization and gentrification, deliberate strategies are needed to ensure that low-income residents participate in and benefit from the economic resurgence in their communities.

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unequal benefits and burdens of the region's transportation system and to work towards building capacity within minority communities to defend their transit rights. For example, TJWG helped to mobilize a broad, committed grassroots

coalition to reduce toxic emissions from diesel exhaust in low-income communities and to stop a \$20 million cut in Alameda-Contra Costa Transit.

Transportation is but one of many factors to be addressed to ensure that regional development benefits all Bay Area residents, including low-income communities. With many formerly disinvested communities undergoing revitalization and gentrification, deliberate strategies are needed to ensure that low-income residents participate in and benefit from the economic resurgence in their communities. The SEC is seeking to make development in the Bay Area region more equitable by encouraging socially responsible economic investment in impoverished Bay Area communities. The SEC has collaborated with other Bay Area partners on the Community Capital Investment Initiative (CCII), an effort to raise private sector funds to address issues in impoverished communities.

To date, CCII has raised more than \$150 million for double bottom line investments in businesses, brownfield cleanup, and smart growth. The SEC, working with two other Bay Area groups, PolicyLink and the National Economic Development and Law Center, seeks to ensure that the investments in the three areas not only produce returns for the investors but also benefits for the communities. The SEC is also working with a Ford Foundation-funded initiative in Richmond, Calif., to apply the principles of equitable development in a community setting.<sup>27</sup>

The hope is for all neighborhoods in the Bay Area to be stable, healthy, and livable. Unfortunately, many low-income people reside or go to schools where they are exposed to the environmental triggers that can cause asthma. Big steps forward have been made through the advocacy efforts of RAMP. In the fall of 2002, RAMP decided to place a greater emphasis on advocacy, creating two active work groups, the RAMP Environment Committee and the RAMP Schools Committee.

The Schools Committee has developed a framework to reach its goal of creating asthma-friendly schools in the Bay Area. The Committee has hosted two regional roundtable discussions on addressing asthma in schools, bringing together school nurses, administrators, parents, and asthma advocates. The roundtables exchanged strategies and resources to improve staff and student education, establish management and support systems for students with asthma, and promote healthy indoor air quality. The Committee has also been involved in state-level advocacy for policies to improve indoor air quality and for access to asthma medications in schools.

The Environment Committee broke new ground by focusing on not only education and capacity-building, but also increasing involvement in advocacy and by moving towards the development of a political movement. In the fall of 2002, RAMP hosted a "Diesel and Asthma" conference, which set into motion RAMP's extensive involvement in this issue. A series of planning meetings, led by RAMP, SEC, SEC's Transportation Justice Working Group, the Pacific Institute, and the West Oakland Environmental Indicators Project, resulted in a major convening in the fall of 2003. Over 100 participants

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<sup>27</sup> This specific effort is the subject of another profile in this report that begins on page 32.

from the asthma, environmental health, and environmental justice fields came together and collectively outlined a draft policy agenda to reduce diesel pollution in the Bay Area. Furthermore, in the summer of 2004, RAMP and Urban Habitat co-hosted a workshop on the connection between housing and asthma. This meeting, too, attracted over 100 participants—including asthma advocates, public health officials, nonprofit housing developers, and tenants’ rights groups—who came to learn more about the relationship between these issues and the specific strategies used in the Bay Area. Yet more importantly, participants were connecting with each other and developing collaborative opportunities that could benefit from a regional approach.

### Lessons Learned

“At a time when needs are enormous and funds are continuously being cut, the [TALC] grant made us think about how to do grantmaking in a different way. There is no way that our funding can ever meet the need. We thought what was best was to use our resources in a way that supported systems change and capacity building,” shares Yamashiro-Omi from The California Endowment.

Echoing the same thoughts around the need to invest in system changes and capacity building, The Endowment’s Standish explains that, “RAMP has increased the capacity of local coalitions across the Bay Area to address policy and systems change.” She notes that RAMP has created a sophisticated network of advocates, made asthma an issue in the legislature, and found ways to lift up innovative ideas and best practices, all steps geared to improving the work of coalitions in the Bay Area.

This capacity building needs to start from “from the bottom up,” states Anthony at the Ford Foundation. Through the efforts of the SEC, there is now a commitment to building the community infrastructure that understands “from the bottom up” how regional issues play out and how low-income people and people of color are affected. He also points to some concrete results, such as the acquisition of properties to build mixed-income communities in Richmond, a developer forum that brought together developers from across the country to plan for the development of mixed-income communities, and the development of a “first source hiring” ordinance which will need to be approved by

the City Council and will ensure that local residents benefit from job creation in Richmond. Anthony notes that people of color must be able to participate in these policy processes to achieve regional equity. According to Anthony, “People have been talking about regional planning for many years but little of these conversations took place in poor communities. It is important to engage people in vulnerable communities in these conversations and to engage them early in the process.”

Funders have also learned from their involvement in these Bay Area efforts. For Surdna’s Brooks, one lesson has been recognizing that transportation reform addresses “systemic problems that are very complicated and inter-connected” and that the work “is a long-term effort.” But, he adds, “It isn’t hopeless. Funders can make a difference.” Yamashiro-Omi at The California Endowment finds, “The biggest lesson is the critical importance of taking a risk and stepping outside of the box and remaining open to new

opportunities.” The Endowment’s Standish finds that the lessons boil down to what makes RAMP so successful. She cites RAMP’s knowledge, its ability to inspire confidence and trust, its

reliability as a resource on health issues, and its ability “to stay ahead of the curve. They feel out where there are opportunities for change and try to engage their partners in thinking through them. They are continually scanning the field to look for information, resources, and opportunities.” Innovation, collaboration, growth, learning, inclusiveness, and the connection of various socioeconomic issues are the key success factors behind these projects involved in creating significant regional equity changes within the Bay Area.

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“The biggest lesson is the critical importance of taking a risk and stepping outside of the box and remaining open to new opportunities.”

— Dianne Yamashiro-Omi

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## Section 2:

*Making All Neighborhoods Stable, Healthy, and Livable as Building Blocks for a Strong Region*





## II. A. REACHING BEYOND HOUSING TO IMPLEMENT A BROADER COMMUNITY VISION: ALLEGHENY WEST FOUNDATION

### Funders Highlighted:

William Penn Foundation

Philadelphia Neighborhood Development Collaborative

Wachovia Regional Foundation

*“Allegheny West Foundation shines because it has an improved understanding of itself and its future strategy.”*

— Kelly Woodland, William Penn Foundation

Philadelphia’s Allegheny West neighborhood is continuing to resist decline and striving to recharge its local economy by retaining and revitalizing its businesses and residents. This profile highlights funder support to assist in the evolution of an organization from a housing rehabilitation project to a comprehensive community development corporation with a mission to address social and economic community revitalization as well as youth development.

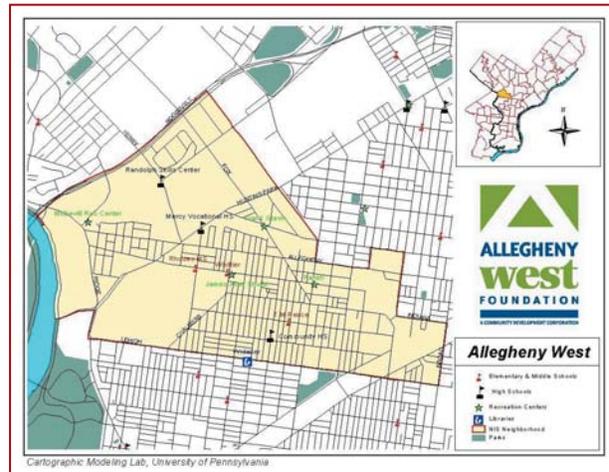
### Project Profile

The Allegheny West neighborhood, located in north Philadelphia, was once bustling with manufacturing companies. During the 1960s, shifts in business strategies and subsequent riots destroyed the confidence of businesses, which later uprooted to other neighborhoods. At that time, the CEO of the Tasty Baking Company felt the company’s 45-year history in Allegheny West gave it a sense of responsibility to stay and rebuild the community, according to the company’s corporate treasurer, Eugene P. Malinowski.

As jobs grew scarce and houses became vacant, Tasty Baking founded Allegheny West Foundation (AWF) to find ways to revitalize the community.<sup>28</sup> Tasty Baking took on the role of nurturing AWF’s development by providing financial and in-kind

support that exceeded any formal partnership. In fact, the relationship is one of the earliest models of the private/public sector working together toward a community development goal.

Allegheny West Foundation, with Tasty Baking, has “fostered rehabilitation of more than 400 homes,” states Malinowski. Many of Tasty Baking Company’s employees come from the Allegheny West neighborhood and live in AWF homes. Over time, AWF realized that rehabilitating housing was not enough to revitalize the local economy so it became a comprehensive community development corporation with a focus on housing rehabilitation, social and economic community building, education, employment, and youth development.



A map of the Allegheny West neighborhood in north Philadelphia. (Source: Allegheny West Foundation).

### Funder Interest

The support of three funders, Philadelphia Neighborhood Development Collaborative, Wachovia Regional Foundation, and William Penn Foundation is based on a similar assessment that Allegheny West Foundation’s strength is its ability to consider community development on a broader scale.

Thirty-six years of steady growth in Allegheny West Foundation’s service offerings and a stabilizing

<sup>28</sup> *Publisher’s Note:* The Allegheny West Foundation is a nonprofit community development corporation actively engaged in the revitalization of north Philadelphia’s Allegheny West neighborhood. For over 35 years it has worked to rehabilitate housing and commercial real estate, attract new residents, improve quality of life, and restore pride in the neighborhood. The Allegheny West Foundation is not a grantmaker. For more information, visit [www.awest.org](http://www.awest.org).

neighborhood caught the attention of Wachovia Regional Foundation. For Wachovia, AWF was attractive due to the business involvement and also the high level of engagement from the local residents in

Over time, AWF realized that rehabilitating housing was not enough to revitalize the local economy so it became a comprehensive community development corporation with a focus on housing rehabilitation, social and economic community building, education, employment, and youth development.

revitalizing a distressed neighborhood. Denise McGregor Armbrister, executive director of Wachovia Regional Foundation, estimates that a diverse 1 percent of the local population (or 190 residents), young and old, participated in the development AWF's comprehensive plan as part of Wachovia

Regional Foundation's Neighborhood Planning Grant. Wachovia Regional Foundation believes AWF scores high on all components, from its board and partnerships to implementation in the neighborhood.

Capitalizing on Wachovia Regional Foundation's planning grant, the William Penn Foundation steered its youth employment development work with AWF to focus on a larger outlook in youth development. Allegheny West Foundation's president, Ron Hinton, "started looking at a holistic approach to understand youth barriers and resources," observes Kelly Woodland, program officer with William Penn Foundation. Woodland adds, "Ron [Hinton] knows how to engage residents around key issues of employment and training. He understands community development in a broader sense."

Until recently, Allegheny West Foundation focused most of its attention on improving the value of the properties in the neighborhood, an era Hinton refers to as "Phase 1." With Wachovia Regional Foundation and William Penn Foundation's assistance, AWF is moving to "Phase 2," a strategy that leverages the work of the past three decades to enable a higher quality of life.

According to AWF's Hinton, a quality of life strategy means investing in the neighborhood of the future by grooming young people for careers in the neighborhood, encouraging civic engagement, and improving open

spaces, safety, education, and retail access. "There's a broad connection to improve society, not just by bringing in businesses to solve short-term problems. We need to cure the problem," declares Hinton.



The Allegheny West Foundation offers computer and job training to neighborhood residents. (Source: Allegheny West Foundation).

Beverly Coleman, program director of the Philadelphia Neighborhood Development Collaborative (PNDC), describes that during PNDC's nine-year relationship with AWF as a grantee in PNDC's core operating support program, AWF has diversified its real estate development activities and begun to focus on market-driven strategies to achieve change.

### Regional/Neighborhood Equity Impacts

In formulating a strategy with a wider scope of community development, a diversity of positive equity impacts are possible. William Penn Foundation hopes the development of technical assistance and job training for youth will improve the value of the neighborhood. "CDCs realize people move to where youth services are located," states William Penn's Woodland.

On the other hand, PNDC sees transit-oriented development as a promising approach for advancing regional equity. According to PNDC's Coleman, by pursuing a transit-oriented development strategy that links new housing and retail investments to the existing regional transit station and developing partnerships with employers that increase access to neighborhood employers and regional job clusters, AWF should be able to improve outcomes for its community and residents.



A local resident receives the keys to her new home, a result of Allegheny West Foundation's housing rehabilitation work. (Source: Allegheny West Foundation).



Rehabilitated row houses in Philadelphia's Allegheny West neighborhood (Source: Allegheny West Foundation).

### Results

Wachovia Regional Foundation's Neighborhood Planning Grant afforded Allegheny West Foundation time to develop a vision and implementation plan based on resident participation in subcommittees on safety, health care, and development, among others. As a result, AWF has a strategy to leverage when pursuing partnerships and fundraising opportunities. William Penn Foundation sees AWF now as a viable partner for "what's next" because the Wachovia Regional Foundation grant allowed the organization to develop an improved understanding of the neighborhood and to define the next steps. Coleman from PNDC summarizes that Allegheny West Foundation is taking on bigger challenges with a stronger focus on the future.

### Lessons Learned

From their perspectives, the foundations involved have learned different lessons from their individual experiences with Allegheny West Foundation. Philadelphia Neighborhood Development Collaborative sees AWF shifting its focus to become the facilitator of varied partnerships designed to change their neighborhood. Through the Neighborhood Plan process, Wachovia Regional Foundation understands that community-level involvement requires assistance, services, and successes. Wachovia's McGregor Armbrister stresses the importance of visible short-term successes in areas such as neighborhood building that will create momentum and enthusiasm for residents during the planning stage.

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## II. B. TURNING NEIGHBORHOODS AROUND: ANNIE E. CASEY FOUNDATION'S EAST BALTIMORE DEVELOPMENT INITIATIVE

### Funder Highlighted:

Annie E. Casey Foundation

*"This project is our biggest example of putting mission into action."*

— Scot Spencer, Annie E. Casey Foundation

The East Baltimore Development Initiative is a unique economic development project that builds upon the community's assets and needs in order to create opportunities for current residents as well as newcomers. Local community organizations, business leaders, city officials, and a leading institution of higher learning are collaborating with a major national foundation to plan and implement this 80-acre redevelopment initiative. This profile highlights that urban redevelopment can be successful, profitable, inclusive, and equitable to public, private, and community stakeholders when a foundation's primary mission of human services reform and community support fosters the initiative. Progress and redevelopment need not mean disempowerment and displacement. With an eye towards environmental integrity and socioeconomic revitalization, true partnerships can be built between local employers, institutions, organizations, officials, and residents.

### Project Profile

The East Baltimore Development Initiative (EBDI) represents a long-term, comprehensive and collaborative commitment to transform an 80-acre area near Johns Hopkins Hospital. Over the next ten to 15 years, new facilities, community alliances, careers, housing, and hopes will all be nurtured, achieved, and eventually celebrated.

According to Scot Spencer, manager of Baltimore relations with the Annie E. Casey Foundation (AECF), its initial interest in this massive project first occurred in 1999 when Baltimore's Mayor Martin

O'Malley sought support for a study. The proposed study was envisioned to become a blueprint for a blighted area only a 20-minute walk away from the city's Inner Harbor, where 25 percent of its adults lacked either a high school diploma or GED, and nearly 35 percent of all of its residents lived in poverty (a level twice that of the city and four times that of the state of Maryland). Dotted among abandoned row houses circa 1870 were nearly 800 families, many of them senior citizens, but almost all of them low-income, who had lived in the neighborhood for 35 years or longer.



A rendering of the East Baltimore Development Initiative's Ashland Common (Source: East Baltimore Development Initiative).

Joining AECF's partnership team were the Johns Hopkins Institutions (with their emphasis on learning and research), the Greater Baltimore Committee (bringing together prominent business leaders dedicated to strengthening the region's business climate), Baltimore Housing (which ensures that all citizens have access to affordable housing opportunities), the Coalition to End Childhood Lead Poisoning (which serves as the project's Family Advocacy service provider), and the city of Baltimore. The six major partners share vital roles in a multi-billion dollar development that will be anchored by a two-million-square foot life sciences and technology park that will eventually house 30 to 50 companies. In addition, the project is envisioned to attract 630 primary researchers and 2,000 postdoctoral students and other scientists; build 1,200 mixed-income, new, and rehabilitated residential units; provide up to 6,000 new jobs between construction and new or expanded businesses; and include dedicated greenspaces. Governed by a quasi-public entity, the nonprofit initiative is overseen by an 11-member, jointly appointed board (which includes three at-large members, two representatives each appointed by the

East Baltimore community and the Johns Hopkins Institutions, three members assigned by Baltimore's Mayor, and one representative appointed by Maryland's Governor). Guiding EBDI's day-to-day operations is a chief executive officer and president, Jack Shannon, as well as an Economic Inclusion Memorandum of Understanding (MOU) with the city of Baltimore. The MOU details the project's commitment to inclusion in every aspect, from procurement contracts to equity ownership, outreach, and more.



A rendering of the residential Rutland Square in East Baltimore. (Source: East Baltimore Development Initiative).

In Phase I of the project, an estimated 275 households will be affected. Relocations that began in March 2004 are expected to be completed by the end of 2005. Residents, homeowners, and renters receive standard benefits afforded by the Uniform Relocation Act and a unique set of supplemental benefits and supports that were made available by \$10 million in benefits equally funded by AECF and the Johns Hopkins Institutions. The block-by-block movement of families also has specific benchmarks, according to EBDI's Shannon. Beyond formal notification to affected families, each household gains a relocation counselor, family advocate meetings, a new home inspection, and up to three years of follow-up and supportive services. Of the more than 100 families assisted, as of this writing, all but seven chose to remain in the city of Baltimore. As construction is completed, relocated East Baltimore families will be given the option to return to their "old" neighborhood as either renters or homeowners.

Addressing the educational needs of the community, Johns Hopkins announced in June 2004 a free tuition program designed to provide Baltimore's best public school students with an opportunity to stay

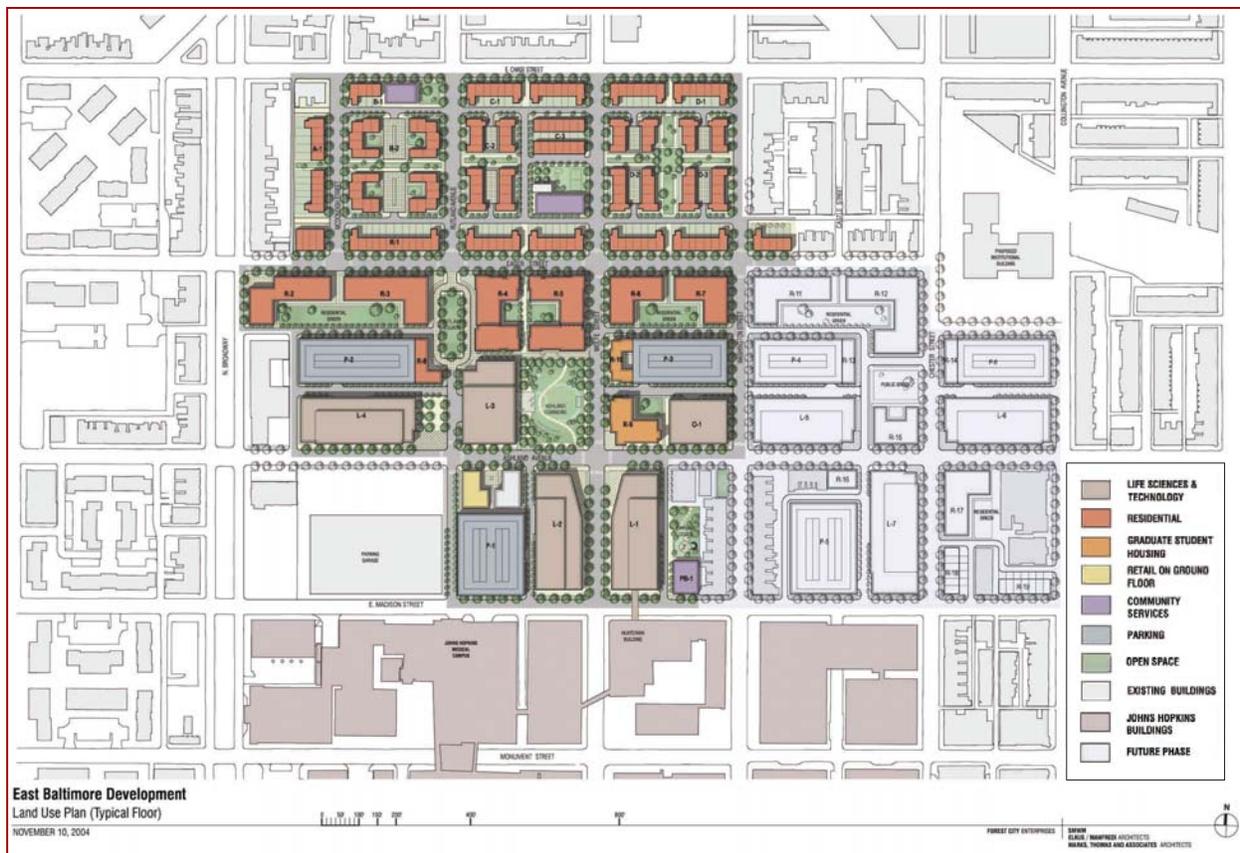
near home and study at one of America's premier universities. Known as the Baltimore Scholars Program, this scholarship will begin with the class entering in the fall of 2005 and is open to students who attend Baltimore City public schools for at least their last three years of high school, reside in Baltimore City for at least the three previous years, and gain admission as first-year, full-time undergraduates in either the Krieger School of Arts and Sciences, Whiting School of Engineering, or Peabody Conservatory of Music at Johns Hopkins University (JHU).

Additionally, up to three part-time Baltimore Scholars will also be selected. The University will reach out to students, families, teachers, counselors, and principals to encourage application to the new program. In announcing the new scholarship program, JHU president William R. Brody declared, "Baltimore is Johns Hopkins' home, and Baltimore's future is our future. The Baltimore Scholars Program is one more step the University can take to support our city and especially our public schools."

### Funder Interest

The Annie E. Casey Foundation's president, Douglas W. Nelson, shares perhaps the most poignant explanation for a commitment to underserved populations and communities:

Americans want better outcomes. But to act on that desire—to convert a public wish for public good into action—we must deepen awareness of the crisis affecting an unacceptably high percentage of this nation's families. We must foster fair and accurate understanding of the causes of those problems, and we must awaken the confidence that something can be done that makes a difference. Over the next decade we must combine our knowledge of particular ideas into a coherent vision for change that is commensurate with the scope of the child and family crisis that exists in this richest of nations. No one understands the need for this effort more than the families and children living in the downward spiral of despair that defines too many of our neighborhoods. In today's America, there is simply no justification for denying any child a legitimate hope for the future and a reasonable expectation of a successful entrance to adulthood. In fact, with sufficient public will, political resolve, and imagination we



The master plan created for the East Baltimore Development, as of November 10, 2004. (Source: East Baltimore Development Initiative).

have a real chance to extend to all our children a fair share of the promise of American life. The Casey Foundation intends to do its part to ensure that we embrace that opportunity.<sup>29</sup>

According to Casey's Spencer, the EBDI project is "the most unique thing the Foundation has done. More importantly, the decision was reached with senior leadership of both the Foundation staff and its board. For Casey, the two bottom line factors in evaluating the request were the population impacted and the need to demonstrate that the mission would work on the ground."

### Regional/Neighborhood Equity Impacts

As the planning process drew the attention and interest of a number of groups, the process also enlisted their participation, according to Jeff Thompson, deputy director of the Historic East Baltimore Community Action Coalition. More importantly, improving conditions meant a reason and an opportunity to stay. "The relocation policies," comments Thompson, "were incentives for people to stay." A pervasive sense of neighborhood equity led to a climate of inclusion. "The project

scale, the number of stakeholders, the selection of master developers will all incorporate community concerns. The community's comfort level will affect selections, investments, and enhancements," explains Thompson.

Beyond community participation, the project's education and workforce development components will measurably assist both unemployed and under-educated adults to build technical skills for the 21<sup>st</sup> century economy. Literacy and GED instruction will be offered to residents in cooperation with the Baltimore Public Schools. Additionally, customized job training in construction trades and health care are expected to create promising career paths for residents. As AECF's Spencer explains, the education and training component recognizes the "industry shift and drift" from manufacturing to life sciences and bio-tech. Therefore, students at the nearby Dunbar Senior High School, a science and technology magnet school, will also benefit.

The community development changes in the neighborhood go beyond EBDI's efforts. For

<sup>29</sup> "Message from the President," available at [www.aecf.org/about/](http://www.aecf.org/about/).

example, adjacent to the EBDI area, the expanded Johns Hopkins East Baltimore campus will include five new buildings. Of these facilities, the largest is a 2.3-acre site for a seven-story, 515,000 square foot state-of-the-art cancer center, representing an estimated investment of \$97.7 million. In addition to in-patient care, the facility will also offer cancer screening, education, and community outreach. Johns Hopkins' rehabilitation and investment in its own campuses account for an additional \$1.2 billion. Approximately 30 percent of the funds

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**Beyond community participation, the project's education and workforce development components will measurably assist both unemployed and under-educated adults to build technical skills for the 21<sup>st</sup> century economy.**

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raised through the University's capital campaign—known as “Knowledge for the World”—will directly benefit the East Baltimore campus. For the residential component, mixed-income housing will blend new construction, historic

preservation, and rehabilitation. The planned housing balance will have one-third each of market rate, affordable, and low-income dwellings.

This capital-intensive project is viewed as an investment and not a cost. Initial public investment has now leveraged over \$15 million in private investments. Environmentally, all phases of construction in this historic neighborhood will observe “responsible demolition protocol” that exceeds state, federal, and city standards for lead-based paint removal. This environmentally-friendly approach is intended to minimize potential hazards to the community.

## Results

The major impact that AECF hoped for is now being realized. “This project may very well have city planners re-thinking how to go about community redevelopment,” observes AECF's Spencer. He adds, “We need to think about how to re-establish people in place.”

The sum of these EBDI and other community improvement projects have now contributed to improved and independent quality of life

indicators for Baltimore. In October 2004, both the FBI's 2004 Preliminary Uniform Crime Report and the U.S. Census Bureau noted positive developments in Baltimore. According to the FBI's 2004 Preliminary Uniform Crime Report, Baltimore leads the nation's 25 largest cities in the reduction of violent crime.<sup>30</sup> Violent crime and total crime in Baltimore fell to its lowest levels since 1970. Since 1999, the cumulative crime drop is down 40 percent—more than New York, Detroit, Phoenix, Philadelphia, or Indianapolis. Furthermore, for the first time since 1950, Baltimore's population is now holding steady. By contrast, in 1996, Baltimore was losing residents at the rate of 1,100 per month. By 2003, the monthly population loss dwindled to only 33 residents. As a result of the city's successful challenge to previously posted U.S. Census Bureau figures, the now official increase

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**“This project may very well have city planners re-thinking how to go about community redevelopment. We need to think about how to re-establish people in place.”**

**— Scot Spencer**

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An East Baltimore resident admires a new neighborhood mural project. (Source: East Baltimore Development Initiative).

of 14,634 residents will translate into \$2 million more per year in federal funds that the city will receive.<sup>31</sup>

When Mayor O'Malley recently shared both of these developments publicly, his remarks were understandably proud: “Baltimore's comeback is about private citizens looking at our city and saying, ‘This is where I want to live ... this is where I want to invest my hard earned dollars.’ It's about private investment and development. It's about nonprofits committed to change. It's about government being a

good partner, encouraging larger private investments with smart investment of limited public dollars—and better services.”

### Lessons Learned

The East Baltimore community’s participation in the development process is a true hallmark. The familiar fast-track developer approach of “decide, announce, defend” was adapted to a slower pace that allowed ample opportunity to air—and in turn, incorporate—community concerns. Through that process, the community itself became valued and equal partners. Because the planning process addressed and answered community skepticism, EBDI’s Shannon believes an “equitable set of benefits” was developed.

Baltimore’s Mayor O’Malley eloquently summarizes the vision and lesson of EBDI: “We need to realize that if we are to move forward, we have to start over, while protecting historically significant buildings. A few scattered site rehabs in the middle of acres of vacant blocks are not going to cut it. We are moving opportunity to people, not moving people to opportunity.”

<sup>30</sup> “2004 Preliminary Uniform Crime Report,” available at [www.fbi.gov/ucr/2004/6mosprelim04.pdf](http://www.fbi.gov/ucr/2004/6mosprelim04.pdf).

<sup>31</sup> Eric Siegel, “City Gains 15,000 in Census Revision.” *The Baltimore Sun*, October 27, 2004.

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## II. C. YIELDING REGIONAL BENEFITS THROUGH NEIGHBORHOOD ACTION: BETHEL NEW LIFE

### Funders Highlighted:

Annie E. Casey Foundation  
The Field Foundation of Illinois  
Ford Foundation  
Local Initiatives Support Corporation (LISC)  
The John D. and Catherine T. MacArthur Foundation  
The Retirement Research Foundation

*“Bethel is iconic—impact is tangible in the neighborhood.”*

— Andrew Mooney, Local Initiatives Support Corporation

The creation of Bethel New Life came in response to disinvestments in the West Garfield Park neighborhood of Chicago by the previous residents—homeowners, landlords, investors, and businesses. In their absence, unemployment and poverty spread, plaguing the neighborhood with crime and hopelessness. By listening closely to the community, Bethel New Life realized it would not work on housing alone but focus holistically on participatory decisionmaking, the community’s quality of life, and environmental integrity. This profile highlights grants that foster an organization’s development of smarter growth strategies based on community input, creative financing, faith, determination, and tireless innovation.

### Project Profile

Located in the Chicago neighborhood of West Garfield Park, Bethel New Life (Bethel) is a multi-property, multi-service community development corporation (CDC) that provides services in housing and economic development, employment, cultural arts, community building, seniors, and family support. Through changing community needs and foundation priorities, Bethel relies on faith-based values, asset-based approaches, and collaborations with community and partner organizations to offer innovative, adaptive solutions.

Starting with modest bricks-and-mortar housing issues, Bethel has consistently overcome naysayers, government red-tape, and impossible economic environments to create a safe haven in this poor, disenfranchised neighborhood. Mary Nelson, Bethel’s president and CEO, recalls that it became clear that most, “Affordable housing isn’t affordable to people who don’t have jobs, and living-wage jobs, so that got us into jobs. Then we saw that people can’t keep jobs if they’re sick and don’t have health care, and young people can’t get jobs if the schools don’t teach them.” Bethel’s goals are to promote, “a healthier, sustainable community with economic viability, environmental integrity, high quality of life for all, and public participation in decisionmaking.”<sup>32</sup> The organization has evolved into a fully functional community development corporation with an annual operating budget of more than \$13.5 million and a smart growth property portfolio that includes a campus (Beth-Anne campus), numerous affordable housing sites, and a transit-oriented development—the Bethel Commercial Center.



A view of the lobby, child care center, and senior residence at the new Beth-Anne Life Center. (Source: Bethel New Life).

During its 25-year history, Bethel New Life has received funding from diverse grantmaking organizations that contribute to its sustainability and innovation. This profile examines Bethel’s relationship with six organizations: Annie E. Casey Foundation, Field Foundation of Illinois, Ford Foundation, Local Initiatives Support Corporation (LISC/Chicago), The John D. and Catherine T. MacArthur Foundation, and The Retirement Research Foundation.

<sup>32</sup> Mary Nelson. “We Build the Road as We Travel,” available at [www.nhi.org/online/issues/110/nelson.html](http://www.nhi.org/online/issues/110/nelson.html) (March/April 2000).

## Funder Interest

Bethel's scope of social services and 25-year history with the foundation community blur specific reasons why foundations have been and continue to be interested. Each foundation interviewed for this profile agrees that Bethel's persistence, constant evolution in programs, tirelessness, and faith-based vision make it difficult not to support its proposals and initiatives.

For example, in 1979, the Field Foundation was interested in providing \$15,000 to \$20,000 in seed money and name credibility to smaller emerging organizations. According to Aurie Pennick, executive director of the Field Foundation, it funded organizations with diversity on the board, strong staff, and vision. Bethel weathered volatile times by remaining focused on action in the community. Over time, the Field Foundation granted support for Bethel's housing development and school reform initiatives. "Bethel understood the needs of the people and approached issues with more comprehensive services than other organizations," cites Pennick.

Meanwhile, LISC/Chicago has also had a 20-year relationship with Bethel. Together, they partnered on housing programs, the St. Anne Hospital redevelopment, and an employment center, among other initiatives.<sup>33</sup> With West Garfield's reputation as a high risk area and Bethel's cutting-edge programs, "There were ups and downs but overall Bethel enjoyed a success rate of 80 percent [of the attempted programs]," according to Andrew Mooney, senior program director with LISC. Bethel was thus showing results, leadership, and vision.

The MacArthur Foundation had resolved to make general operating grants to organizations with a track record of providing effective services for a community. Bethel's Nelson had paid close attention to the smart growth and regional equity conversations and adapted the principles to her neighborhood. So, working through LISC, MacArthur funded general operating grants to Bethel.

Bethel—as the only organization in the neighborhood that enabled seniors to stay rooted in the community as independent people, keeping them from nursing homes—peaked the interest of The Retirement Research Foundation (RRF). While RRF's first grant to Bethel (aimed at replicating a senior health program) was not as successful as

initially hoped, RRF continued to assist Bethel's senior programs, such as adult day care and an information management system, because Bethel's work aligns with RRF's mission to use innovative approaches when providing assistance for seniors who desired independent lifestyles, according to Marilyn Hennessy, president of RRF.

## Regional/Neighborhood Equity Impacts

After the death of Martin Luther King, Jr., and the resulting uprising, Russian Jews, Italian, and Polish occupants fled to the suburbs and vacated the local economy of West Garfield Park. After years of decay and neglect,

African American families slowly populated the area, but without the same luxuries of accessible transportation, housing, or employment. Feeling distressed by

vanishing resources in the neighborhood, Mary Nelson and her pastoral brother and the small Bethel Lutheran Church congregation collected \$9,000 and began to rebuild. Based on Nelson's notion of "building community from the inside out," Bethel New Life was founded following the congregation's collective purchase of a three-story building for low-income housing. Over the years, Nelson and her staff admittedly made mistakes, changed business plans, and grew in bits and pieces but never got distracted from their principle that nothing is impossible when you work with faith because, in Nelson's words, "faith is gas for the long haul." Bethel's core component of housing reached far beyond the imaginable. Since 1979, Bethel has built and renovated over 1,000 affordable homes for families, seniors, and other tenant groups, and redeveloped the formerly abandoned St. Anne's Hospital into a nine-acre mixed-use complex containing affordable housing and services for seniors, children's day care, health care, and performing arts space. Now, Bethel

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**"Bethel understood the needs of the people and approached issues with more comprehensive services than other organizations."**

— Aurie Pennick

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<sup>33</sup> Bethel New Life purchased the closed St. Anne's Hospital in 1989. It is now known as Beth-Anne Place and includes Beth-Anne Residences, Bethel New Life's office, Cultural and Performing Arts Center, Adult Day Services Facility, Assisted (Supportive) Living for Seniors, and entrepreneurial opportunities open to seniors and local residents (coffee shop, sundries shop, beauty salon/barber shop).

is using transit-oriented development and location efficient mortgages to create another focal point for the community that will ensure pedestrian-friendly access to the neighborhood and to the Chicago region.<sup>34</sup>



Children at play at the Beth-Anne Life Center child care center in Chicago's West Garfield Park neighborhood. (Source: Bethel New Life).

The funding community understands the arduous task Bethel New Life has undertaken in changing the face of a deteriorating neighborhood. Grant support over the years has allowed Bethel to make measurable impacts on the community. The Field Foundation's Pennick feels that West Garfield has benefited from incremental changes with neighborhood pockets of stability, banks, businesses, and new signs of life. And as LISC's Mooney sums up, "Bethel is iconic—impact is tangible in the neighborhood."

In 2000, Bethel examined the regional dynamics and made a strategic shift to embrace smart growth principles. "Smart growth in an urban community context includes a focused-area housing development with traffic calming, parks, and defensible spaces; transit-oriented development that features commercial development with housing in walking distance of transit; brownfield development through an environmental triage process that identifies the most developable sites; and new job creation. Energy efficiency, air quality, and greenspaces are included as part of all efforts."<sup>35</sup>

Bethel employed simple criteria to evaluate proposed solutions: Is it mission appropriate? Is there financial promise? And is it wanted by the community? From there, Bethel launched into comprehensive housing strategies for sustainable living requiring smart growth principles like participatory planning, focus on area development (rather than a single building), energy efficiency for all buildings, incorporation of

greenspace through parks and play areas, brownfield redevelopment, and traffic-calming techniques.<sup>36</sup>

## Results

For individual foundations, Bethel's projects and evolution into employing smarter growth has earned it high marks and a spotlight on the national stage as a role model for comprehensive CDCs. Through long-term partnerships, Bethel can guarantee energy-efficient homes that do not exceed \$200 per year in heating bills. Together, the funders, partners, and staff at Bethel can halt the effects of gentrification, apply smarter growth principles in transit and brownfield redevelopments, and work to achieve neighborhood equity. According to Bethel's Nelson, "The issue is of equitable growth; we have to be at the table (when development is decided) in order to get our equitable share."<sup>37</sup>

The Bethel Commercial Center is the newest star in Bethel's move into transit-oriented development and a flagship effort of Bethel's 25-year success pattern with community-informed, smart growth innovations. A larger advocacy effort to save Chicago Transit Authority's Green Line, which was critical to Bethel's West Garfield Park community, opened Bethel's eyes to the "asset" of a transit stop. Bethel's Commercial Center is a 22,000-square-

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<sup>34</sup> "Information, Models and Trends for Community Developers-April 2002," available at [www.lisc.org/resources/2002/06/neighborhoods\\_810.shtml?Planning+&+Land+Use](http://www.lisc.org/resources/2002/06/neighborhoods_810.shtml?Planning+&+Land+Use) (June 12, 2002).

<sup>35</sup> Mary Nelson, "We Build the Road as We Travel," available at [www.nhi.org/online/issues/110/nelson.html](http://www.nhi.org/online/issues/110/nelson.html) (March/April 2000).

<sup>36</sup> Campaign for Sensible Growth, "Latest Innovations for Achieving Affordable Housing: Case Studies from Chicago," available at [www.growingsensibly.org/news/articleDetail.asp?objectID=1280](http://www.growingsensibly.org/news/articleDetail.asp?objectID=1280) (March 5, 2003).

<sup>37</sup> Ibid

foot, two-story “green building” with a rooftop garden and solar energy modules that houses retail space, employment offices, a day care center, and a bridge that connects it all to the elevated train station. It will allow local residents to be eligible for low-interest location efficient mortgages and will reduce their need to use a car on a regular basis. Rebecca Riley, a consultant to the Community and Resource Development Unit at the Ford Foundation, believes the success behind Bethel lies in asking good questions. Says Riley, “Mary Nelson began to wonder if a big box store with acres of parking did not make sense in a suburb, then why would it make sense for an urban neighborhood?”



The Bethel Commercial Center connects by bridge to the Chicago Transit Authority’s Green Line. (Source: Bethel New Life).

In 2002, Bethel received the “Families Count” Award of \$500,000 in unrestricted funds from the Annie E. Casey Foundation (AECF) because Bethel promotes stronger family situations for children. Bethel was recognized for the totality of its work because, “The whole was greater than the sum of its parts of helping families get on a path to success,” according to Miriam Shark, senior associate with AECF. “You can’t do work in [the arena of] CDCs without noticing Bethel.” She continues, “The award is a seal of approval” for Bethel. Funds were used as the glue for the ongoing work of the commercial center.

Bethel’s other site—the comprehensive Beth-Anne campus—has met the expectations of The Retirement Research Foundation, “because it improved the quality of life for seniors wishing to remain in the community by focusing on

independent and assisting living options on campus, a range of center-based and home services for community elderly, job training for home care workers, and exploring policy innovations,” according to RRF’s Hennessy.

Bethel New Life is also a grantee of the Ford Foundation. In its summer 2004 report, Ford highlighted Bethel’s success and stated that, “Bethel New Life is transforming Chicago’s West Garfield Park neighborhood through a combination of staying power, persistence, and infinite hope. By taking advantage of under-utilized community resources and emphasizing environmentally-conscious policies and practices, Bethel New Life is a national model for the way community development groups can promote healthy neighborhoods while effectively linking them to their larger regional context.”<sup>38</sup>



A rendering of the future look of the Bethel Commercial Center. (Source: Bethel New Life).

### Lessons Learned

According to the foundations interviewed for this report—partners familiar with the faith-based leadership of Bethel New Life—funders interested in funding highly effective community development corporations should demand, and expect to, experience: risk taking in creative

<sup>38</sup> “Ford Foundation Summer 2004 Report,” available at [www.fordfound.org](http://www.fordfound.org) (2004).

financing and innovative, forward-thinking solutions; constant refining of strategies to meet the needs of the changing community; and relentless and strong-willed work from staff.

## II. D. BLENDING ARTS AND HISTORY TO PRESERVE AND REVITALIZE COMMUNITY: PROJECT ROW HOUSES

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**Funders Highlighted:**

- Ford Foundation
- Houston Endowment Inc.
- The Meadows Foundation

*“Project Row Houses is able to maintain integrity between cultural tourism, social services, and race relations, with a simple but powerful elegance in merging people and place-based strategies.”*

— Miguel Garcia, Ford Foundation

Capitalizing on a community’s cultural legacy through the arts and history can prove to be effective for redevelopment, especially when it brings in members of the community as part of the process, as demonstrated in Houston’s Third Ward neighborhood. At the same time, trying to protect the historic feel of the community and keeping current residents from being displaced once the community becomes attractive to outsiders and prices of land begin to escalate can be challenging—but not impossible. This profile describes why three distinct foundations were willing to invest in an organization’s non-traditional approach, blending economic development, social justice, education, and arts and culture. It explains how an organization was able to use a community’s historic African American heritage as a catalyst to create benefits for residents of the neighborhood as well others from the surrounding communities in the region.

**Project Profile**

Project Row Houses’ (PRH) mission is to create community through the celebration of the arts and African American history and culture. Its work is founded in public art and education programs that encompass neighborhood revitalization, historic preservation, and community service. Its programs are designed to identify and cultivate a new vision of opportunity in Houston’s Third Ward community.<sup>39</sup>

<sup>39</sup> Neighborhoods in Houston are known as “wards.”

The organization has dedicated seven houses to the Young Mothers Residential Program (YMRP), providing free housing to mothers as they strive to achieve self-sufficiency and independence. Meanwhile, its arts education programs (after-school, art-life practices, and general art program) are interdisciplinary and focus on creativity, resourcefulness, and real-life applications for children and teenagers.

Project Row Houses' converted site has been a catalyst to neighborhood revitalization and as a result of PRH's efforts and the Third Ward's proximity to downtown,

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Project Row Houses' work is founded in public art and education programs that encompass neighborhood revitalization, historic preservation, and community service. Its programs are designed to identify and cultivate a new vision of opportunity in Houston's Third Ward community.

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the Third Ward struggles against gentrification. Project Row Houses has established a sister organization, the Row House Community Development Corporation (Row House CDC), to protect the neighborhood's historic and cultural legacy in the African

American community. The original compound has grown with the construction of 13 units of low-income housing, four residential duplexes, as well as two units dedicated to long-term artists' residencies. Project Row Houses also includes the Eldorado Ballroom with businesses on the ground floor, visionary and world-renowned folk artist Cleveland Turner's home—known as the Flowerman's House—a sculpture park, the XS house (Rice University's Extra Small House), and three shotgun houses (circa 1870) relocated from the neighboring Fourth Ward.

### Funder Interest

Three PRH funders—Ford Foundation, Houston Endowment Inc., and The Meadows Foundation—point to the successful and visionary blend of art, community development, and historic preservation as a source of their interest in Project Row Houses.

Created by African American artists, PRH combines efforts to awaken a historical presence of and for local African American art and culture with an awareness of community struggles and an effort to address them with educational, social, and practical programs.

Today, PRH maintains its African American focus and voice, as over 90 percent of its board directors and staff members are African American. It is the unusual formula of the organization's mission and its charismatic leadership that continues to demonstrate its success and inspire supporters.

The Ford Foundation was first inspired by PRH's founder's effective communication with a wide regional audience. Throughout the years, the founder, Rick Lowe, has been able to illustrate how social justice and neighborhood revitalization can be combined.

According to Miguel Garcia, acting deputy director of the Community and Resource Development Unit at the Ford Foundation, Lowe has demonstrated that “an abandoned shotgun home, a simple architectural form, can be adapted to send a message that you can redevelop blighted properties into opportunities for local low-income African American families while stimulating the imagination and creativity of regional actors comprised of

the creative class that are typically white, middle class, and in search of fulfillment.” The Ford Foundation

identifies the organic

and rooted nature of the organization and its ability to diversify and grow as deciding factors in its support. Explains Garcia, “The project is like an amoeba; it grows organically but stays true to its DNA.”

Houston Endowment Inc. (HEI) supports many of Houston's arts, social service, education, and community development programs. The Endowment considers Project Row Houses' unusual approach of uniting these areas as one of Houston's great assets. Since 1994, HEI has awarded PRH with grants for housing restoration and renovation, general program support, and land acquisition. The organization's role as a community player and leader and its wide range of services to the residents of the Third Ward appeal to the board and staff of HEI. In 2004, HEI made its first grant to the Row House CDC for operating support and community development initiatives.

The Meadows Foundation provides grants in five areas: arts and culture, civic and public affairs, education, health, and human services. Through Project Row Houses, Meadows can support systematic and integrated work that addresses

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“The project is like an amoeba; it grows organically but stays true to its DNA.”

— Miguel Garcia

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The Row House Community Development Corporation completed construction of four new low-income duplexes designed by the Rice Building Workshop. (Source: Project Row Houses).

community problems, preserves history, and enhances arts and culture. The organization’s holistic approach touches upon all of the Foundation’s areas of focus. As a result, it has awarded two grants to Project Row Houses and a third grant to its sister agency, Row House CDC. All three grants were opportunities to combine historic preservation, neighborhood development, and the arts with transitional housing and social services.

### Regional/Neighborhood Equity Impacts

Community members from different races, ages, and socioeconomic backgrounds are regularly on the Project Row Houses campus enjoying the facilities and programs. Emily Todd, a grant officer at the Houston Endowment, describes Project Row Houses as, “A catalyst for conversations about and solutions for some of our community’s most troubling questions.” The Ford Foundation’s Garcia explains that PRH “teaches regional actors to adapt and adjust and not to throw away materials, houses, or most importantly, people.” For example, from the 1930s until the early 1970s, the Eldorado Ballroom was the center of one of the most remarkable jazz and blues musical communities in the nation. Due to Project Row Houses’ restoration efforts, the Eldorado Ballroom re-opened its doors for a gala on May 17, 2003, the first major event held there in over 30 years.

Project Row Houses has restored and revitalized 22 row houses and has extended its reach further into the neighborhood through the development of new programs and construction of affordable housing. Through the Row House CDC, Project Row Houses will continue neighborhood development activities.

Developers are now attempting to move into the Third Ward, attracted by the neighborhood’s proximity to downtown. Project Row Houses and local civic leaders responded with town meetings and distributed posters and flyers around the neighborhood with the poignant message of, “Third Ward is Our Home and It Is Not For Sale.” Signs that read the same message are posted in front yards as a sign of resistance by homeowners. The organization’s approach is not necessarily to affect change by ownership, but by informing and educating residents about their rights as homeowners and responsibilities as community members.

Project Row Houses is also turning to a visualization tool that will allow it to track density, land, traffic, employment, income, and race data (among others) in the Third Ward. The organization is aiming to case manage families and assist them in their self-improvement efforts. The organization’s activities and goals are not limited to preserving history, but are focused on how to address poverty and develop a community with a responsible and equitable plan.



Project Row Houses hosts a community fashion show in Houston’s Third Ward. (Source: Project Row Houses).

### Results

The grantmakers surveyed for this profile recognize that PRH’s vision, social programs, and real estate development are all integrated and have resulted in comprehensive local changes in and for Houston’s Third Ward. The Ford Foundation’s Garcia speaks of the project’s role in the community “as the curator of the neighborhood’s identity and soul. [The project] does not subscribe to pure historical preservation but rather it seeks to blend the yesterday and today to formulate tomorrow.” Furthermore, The Meadows Foundation indicates that Project Row Houses’ residences for teen mothers have been producing meaningful results, with most teens successfully completing school, acquiring employment, and securing permanent

housing. Additionally, the renovation of a historic building to house administrative and community meeting space was successfully completed. The Houston Endowment's Todd also adds that "Houston and its residents are at better places," thanks to the existence of Project Row Houses.

### Lessons Learned

According to the Ford Foundation, a key lesson when working with arts and historical preservation projects is not to impose too strongly and too soon a paradigm that mandates change and movement before the organization is ready. Organizations similar to PRH have not been able to develop a community development corporation without abandoning their human and social justice mission. It is this human development focus that allows projects like PRH to go beyond developing a conventional neighborhood plan and address social equity issues like poverty alleviation.

The three foundations interviewed for this profile agree that the organization is maturing and anticipate that the tremendous potential, partially realized, will

be more fully in place through expanded programming and the continued development of a broad and sustainable funding base. Project Row Houses boasts much media and public attention, a strong leadership at the staff and board level, with a charismatic founder as an enabling agent.

The project has transcended expectations and boundaries. The organization has grown beyond an African American cultural preservation effort to a broad-based social justice organization. It has carefully negotiated opportunities brought by media and has been successful in maintaining its core values and image. The project has shown that linking arts, community development, and social services can be a powerful beacon. It has proven that an organization focusing on teaching, as well as maintaining its elasticity and openness, can expand and grow successfully. The hope is that PRH will inspire others to learn from its experiences of connecting the arts with community development and social services, and move towards adjusting as well as incorporating elements of the PRH model into their unique setting and approach.

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## II. E. COUNTERING THE PERFECT STORM: ECONOMIC SELF-DETERMINATION FOR SAN DIEGO'S NEIGHBORHOODS

### Funders Highlighted:

Jacobs Family Foundation  
Price Charities  
The San Diego Foundation  
San Diego Neighborhood Funders

*“What happens to service workers when their access to housing is compromised by the superheated housing market, or public transit that does not connect them to employment opportunities? How do you get a community to self-determine its future role in the economy? That is what philanthropy can assist in clarifying.”*

— Mariano Diaz, Senior Vice President of Community Partnerships, The San Diego Foundation

*“If the clear-cut objective of philanthropy is to help people to be independent, to have self-esteem—in short, to recognize and accept that they are deserving of human dignity—there must be a radical change in methodology.”*

— Joe Jacobs, Jacobs Engineering Group and Jacobs Family Foundation<sup>40</sup>

During the last several years, a broad spectrum of community building institutions in greater San Diego have worked diligently to address issues related to inequities in the region's rapid development. Connected to this action has been a growing awareness on the part of philanthropy of its responsibility to build the assets of low-wealth families in the San Diego region. This profile highlights three projects catalyzed by philanthropic activity that epitomize the kind of grantmaking and initiative work that is poised to advance regional equity throughout the San Diego area. Each effort addresses a different aspect of effective community development, but shares a common theme: innovative philanthropic partnership with community residents and institutions to advance meaningful community change.

### Project Profiles

Several factors, including the continuing housing price boom, intensifying gentrification, and serious transportation access issues, converge to make this one of the most challenging times in recent memory for low-income families and communities of color in greater San Diego. “In some ways, what you have brewing in the region is the perfect storm,” notes Mariano Diaz, senior vice president of community partnerships for The San Diego Foundation. “What happens to service workers when their access to housing is compromised by the superheated housing market, or public transit that does not connect them to employment opportunities? How do you get a community to self-determine its future role in the economy? That is what philanthropy can assist in clarifying.”



The San Diego Trolley runs through the city's downtown corridor. (Source: Jon Jensen).

Yet signs of progress are growing. For example, City of Villages, an innovative planning effort to balance natural resources and neighborhood character, brings together the city of San Diego, community development corporations, and other community-based organizations.<sup>41</sup> Also, the regional planning agency, the San Diego Association of Governments (SANDAG), has worked with local governments to bring \$40 million in new transit investment into the

<sup>40</sup> *Publisher's Note:* The Funders' Network mourns the passing of Joe Jacobs, innovative philanthropist and founder of Jacobs Engineering Group and the Jacobs Family Foundation. More information on the Jacobs Family Foundation can be found at [www.jacobsfamilyfoundation.org](http://www.jacobsfamilyfoundation.org).

<sup>41</sup> City of Villages is a strategy for updating the city of San Diego's General Plan. For more information, visit [www.sandiego.gov/cityofvillages/](http://www.sandiego.gov/cityofvillages/).

area. Even more, San Diego Neighborhood Funders is investigating new ways to partner with banking institutions for investment in emerging markets. At the same time, the International Community Foundation (ICF) has been leading cutting-edge work to understand and address cross-border issues of regional planning, sprawl, and environmental justice between the United States and Mexico.<sup>42</sup> All of these efforts speak to increasing sophistication on the part of community development corporations (CDCs), organizers, and other advocates in confronting the challenging realities of unchecked growth and inequitable development.

On the other hand, it is not just institutions that are coming forward to create change and advance equity

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**“Philosophically, philanthropy needs to determine its role in answering the question: how do you fundamentally improve poor communities?”**

— Mariano Diaz

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issues. In the Bronze Triangle neighborhood, local activist Gayle Walker has spawned a grassroots movement of African American parents committed to child care policy

issues. Roger Cazares, former CEO of the MAAC Project, has brought issues as diverse as housing code violations, social services provision, and charter schools into an emerging policy agenda for inner-city Latino families.<sup>43</sup> Other foundations are starting to recognize the value of resident engagement for neighborhood transformation.

“What we are beginning to see is significant data driven public policy discourse and advocacy,” declares The San Diego Foundation’s Diaz. “Philosophically, philanthropy needs to determine its role in answering the question: how do you fundamentally improve poor communities?”

### Understanding the San Diego Region

As a regional community foundation, The San Diego Foundation plays a crucial role in addressing emerging issues in key subject areas. Its initiative, *Understanding the San Diego Region*, embodies the simple premise: *We must understand. Then we can act.* Through focused research, working gatherings, site visits and relationships with diverse leadership throughout the region, the Foundation keeps abreast of the critical needs of the county and develops solution-based initiatives.

A critical component of Understanding is the community impact made possible by the grantmaking of the Foundation’s Community Partnerships Working Groups comprised of community leaders who commit to the considerable tasks associated with participation. Each year, guided by the Community Partnerships Committee (a standing committee of the board), six Working Groups study the critical community need, develop grantmaking priorities, set funding guidelines, review applications, conduct site visits, and make recommendations to the board of governors in the award of the discretionary funds to nonprofit organizations. More than \$2 million annually flows directly to community organizations servicing San Diego through this process. The Foundation’s staff members perform the communications responsibilities associated with the grants and work with the donor base to direct their interest to emerging opportunities identified by the Working Groups.

### Building an Urban Village

Another successful community development initiative is the City Heights Initiative supported by Price Charities. Price has committed to allocate a substantial portion of its charitable dollars to revitalize City Heights, a low-income community. Since 1994, Price Charities has worked with the community of City Heights, public, and nonprofit agencies to build an “Urban Village” in the core of the community. Believing that a strong urban core of facilities and services is essential to a healthy community, Price Charities leveraged funds from public sources to build the Village which spans eight-square-blocks covering almost 30-acres and includes a state-of-the-art library, swimming pool, tennis courts, performance annex, community service center, Head Start facility, police substation, elementary school, and Continuing Education Center.

The City Heights Initiative consists of three major components: Educational Programs, Community Development Programs, and Housing and Community Development. Thus, in addition to providing seed money for the Urban Village infrastructure, Price Charities and its partners have

<sup>42</sup> A more detailed profile of the International Community Foundation’s cross-border work begins on page 48 of this report.

<sup>43</sup> The MAAC Project, formerly known as the Metropolitan Area Advisory Council, is a multi-purpose social service agency with a 39-year history of serving various communities throughout San Diego county. For more information, visit [www.maacproject.org](http://www.maacproject.org).

funded community programs, including a joint venture educational project with San Diego State University (SDSU), a community policing program, an innovative low-interest home loan program, and a community service program.



The Village Townhomes, completed in September 2003, are located in the heart of the City Heights neighborhood of San Diego. The townhomes represent the first major housing development by Price Charities in City Heights. (Source: Price Charities).

### Developing Market Creek Plaza

The third project highlighted in this profile is San Diego's Market Creek Plaza project, which has thoughtfully and deliberately involved residents as leaders and partners in neighborhood transformation. Market Creek Plaza is the first phase of a larger 45-acre mixed-use "Village" that will be developed through a partnership with local neighborhood planning groups and in coordination with the city of San Diego's new redevelopment program, the City of Villages. Market Creek Plaza is located in the area sometimes referred to as the Diamond neighborhoods: ten contiguous neighborhoods named for the city-designated Diamond Business Improvement District. Some 88,000 residents live in the Diamond and speak more than 15 languages. While the majority of the population is African American and Latino, the Diamond is home to many groups: among them, Laotian, Samoan, Filipino, and Somali. The area has a median family income lower than the citywide average. Nearly a quarter of the population survives on less than \$15,000 annually.

Like many urban neighborhoods and communities of color, the Diamond has experienced decades of underinvestment. A 1998 market study showed the area was underserved by over 400,000 square feet of retail space and was experiencing over \$60 million in retail "leakage." Nonetheless, the community possesses significant assets. Community institutions include the Malcolm X Library and Performing Arts Center,

Tubman-Chavez Multicultural Center, and Elementary Institute of Science. The Diamond features a strong faith community, a strategic regional location, a high percentage of homeownership, and a tradition of resident involvement in community issues.

The first phase in the development of Market Creek Plaza extends over ten-acres on a property that once housed an aerospace factory. Both a commercial and cultural center, this phase of the development includes a large grocery store, ethnic restaurants, a fitness center, and an open-air amphitheater. An outdoor public art collection comprised of mosaics, totems, and murals in combination with the architecture of the surrounding buildings reflects the artistic traditions of the neighborhood's diverse ethnic and cultural mix. This resident-led work has been supported by the Jacobs Family Foundation and San Diego Neighborhood Funders (SDNF).



These before and after images show the development of Market Creek Plaza, a 20-acre commercial and cultural center in the Diamond Neighborhoods of San Diego (Source: Jacobs Family Foundation).

### Funder Interest

Established in 1975, The San Diego Foundation was intended to be a charitable resource for the entire region. Currently, the Foundation awards more than \$47 million in competitive and donor-advised grants annually. In response to rapid demographic and economic changes in the region, the Foundation has sought to align its priorities for grantmaking with organizations making substantive contributions to improve communities for the long-term. The board of governors undertook an extensive community

engagement process resulting in six priority areas seen as central to addressing a range of regional and community development issues: arts and culture, civil society, environment, health and human services, science and technology, and organizational success. “The board of governors fundamentally understands long-term community improvement,” the Foundation’s Diaz explains. He continues, “We need to understand two things. What are the regional needs? And how do you grow the assets of this institution to support the groups that can address them?” In the last several years, the Foundation has been able to attract significant resources from the Ford Foundation and the Annie E. Casey Foundation for its financial literacy work and The James Irvine Foundation in support of its arts and culture initiatives. To some, leveraging additional resources that benefit local communities is the most important contribution a community foundation can make. The Foundation strives to build a clear understanding of the region’s largest issues, using data and engaging the community in collaborative planning and execution of grantmaking that produces viable solutions. Through its *Understanding the San Diego Region* effort, the long-term goal of the Foundation is to develop publicly supported, results-oriented plans of action to improve the quality of life in San Diego.

The San Diego Foundation’s goal is shared by many of its partners, as seen with Price Charities’ City Heights Initiative. In 1976, Sol Price and his son, Robert Price, founded the Price Company, which introduced Price Clubs, the forerunner of the warehouse club industry. Today, the Prices spend the majority of their time on philanthropic matters, including the operation of foundation programs promoting the charity’s philosophy of “proactive giving.” Price Charities consists of three philanthropic entities inspired by San Diego’s Price Family, including an advised fund of The San Diego Foundation. “The Price staff is outstanding in what they do. They made a choice to connect to the back office and staff expertise here at The San Diego Foundation. It is a good match,” the Foundation’s Diaz notes in highlighting the increasing cooperation within philanthropy in addressing regional issues.

Similarly, the Jacobs Center for Neighborhood Innovation (JCNI) follows a neighborhood-strengthening mission, although more deeply focused on broad-based resident participation processes. The Jacobs Family Foundation established JCNI in 1995

in the belief that the key to making deep and lasting community change is to partner with nonprofits and community stakeholders. In 1998, JCNI made the decision to locate and focus its work exclusively in the Diamond neighborhoods to underscore its overriding principle behind Market Creek Plaza: in order to sustain neighborhood revitalization, residents must own the planning, implementation, and, ultimately, the assets resulting from revitalization efforts.



Through the broad experience of ownership, residents can build the skills, networks, and leverage necessary to create and sustain broad community change that fulfills the community’s desires for growth as a regional economic center. In partnership with the local community residents, this regional philanthropic community is collaborating for local change in a sensitive and strategic manner.

### Regional/Neighborhood Equity Impacts

As a consequence of *Understanding the San Diego Region*, The San Diego Foundation is well-poised to think about long-term issues with some confidence. Its median grant size has grown, as the Foundation is able to invest more deeply in institutions instrumental to community change. Volunteers identify and highlight innovation from the field. Each Working Group contributes to a coordinated strategy through a committee that has representatives from all of the working groups. This captures important synergies, such as when the Environmental Working Group lent its support to conclusions of the Housing Working Group, easing historical tensions between the two arenas of allies. “There is much more going on in San Diego than people realize,” The San Diego Foundation’s Diaz adds. “This process allows us to identify people getting it done, addressing regional and neighborhood equity, and to invest in their commitment.”

In the case of the City Heights Initiative, the bulk of Price Charities’ investment is focused on major development projects on the main thoroughfares. Price Charities is attempting to bring various funding sources and agencies together to seed both large-scale

housing developments and commercial projects. City Heights Center, a six-story office building on University Avenue, houses primarily nonprofit and public agencies providing services to the City Heights community.



The City Heights Center is envisioned as a one-stop service center for City Heights residents. Accordingly, the Center is seeking to attract public agencies and nonprofit organizations that will provide services to the City Heights community. (Source: Price Charities).

Price has supported several other development efforts in the neighborhood as well. The Model School Project is collaboration between Price Charities, SDSU, the San Diego Unified School District, the San Diego Housing Commission, and the city of San Diego to build a “smarter” urban school through creative land use and by integrating housing into the design. Another example is the Metro Career Center, a new 86,000-square foot office building housing a regional job-training center operated by Workforce Partnership. The office building houses the San Diego Workforce Partnership, bringing essential job training and job placement services to City Heights. The Metro Career Center has almost 500 off-street parking spaces, two “tot lot” playgrounds, and anticipates the



The Metro Center was completed in November 2004. The project consists of 120 rental units (Metro Villas) developed by the City Heights Community Development Corporation and an 82,000-square foot office building (Metro Career Center) developed by San Diego Revitalization Corporation. The office building houses the San Diego Workforce Partnership, which brings essential job training and job placement services to City Heights. (Source: Price Charities).

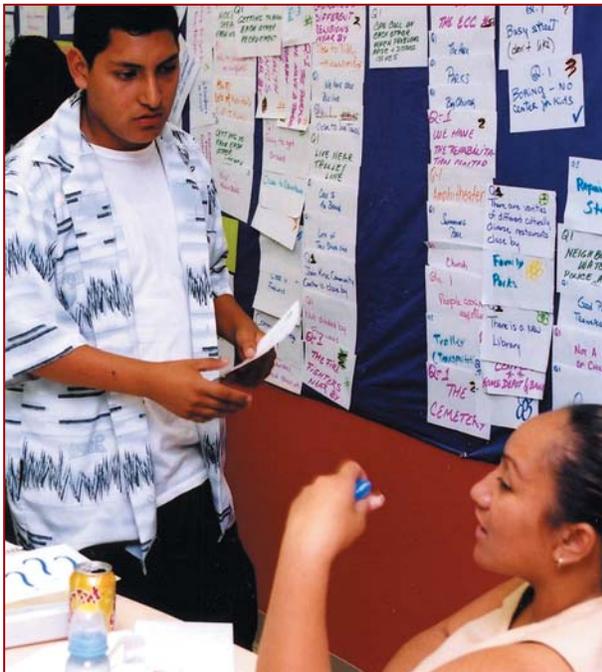
addition of a day care center in 2005. Price Charities has also assisted the City Heights Community Development Corporation with the acquisition of land and entitlements to build 120 affordable housing units on the remainder of the block.

Additionally, the Community Service Program encourages the engagement of City Heights residents by providing service opportunities in local nonprofits. Participants can reduce a portion of their mortgage or rent payments by providing community service. The Home Loan Program, developed with the San Diego Revitalization Corporation, provides \$50,000 down-payment assistance to first-time homebuyers who reside in City Heights and purchase within specified boundaries. Borrowers can pay off the accumulated interest of the loan by performing community service.

Furthermore, the Price Community Builder Fellowship Program builds local capacity by annually sponsoring six recent graduates from the SDSU School of Social Work to work as staff in six nonprofit agencies in City Heights for 11 months. Both the students and the nonprofits are competitively selected based on an application process. Even more, Price funds the difference between what the nonprofit can afford and the cost of the position. While in the program, the Community Builder also attends bimonthly training seminars and works collectively to address an identified community issue facing City Heights. In exchange for their service, the Community Builders receive scholarships to the Master’s in Social Work Program at SDSU from Price Charities.

The community-building field is grappling across the board with key questions on how to best strengthen and sustain comprehensive community initiatives. The Jacobs Center for Neighborhood Innovation determined that making resident ownership a reality requires not only forging a new role for residents, but also a fundamental reevaluation of the role of philanthropy in supporting such efforts. It also determined that several values were core to achieving the transformation it envisioned. The first of such values is “community listening,” defined in the words of one JCNI staff member as “asking residents what they want before you know what you want.” It means eliciting information about resident aspirations and works in the community, in order to build on those strengths. Underlying Market Creek

Plaza is an effort to empower residents as active partners and decisionmakers in the project. Project implementation is characterized by a commitment to learn by doing. It even means that at times the implementation may take the project in unanticipated directions. Furthermore, JCNI plans to remain in the neighborhood until a sunset clause puts the center out of business in about 20 years. Freedom from the pressures of conducting shorter-term initiatives has enabled JCNI to engage in a patient process of building trust and relationships with residents, while building lasting community institutions. Finally, to support community-controlled asset development, JCNI is pioneering new ways of using the Jacobs Family Foundation's own assets and borrowing capacity in support of community goals. New program-related investment strategies that fuse neighborhood loans, loan guarantees, and working lines of credit are one outcome of this effort.



Community listening, in which resident responses are recorded and then categorized, is key to the planning process of each team involved in the Market Creek Plaza development. (Source: Jacobs Center for Neighborhood Innovation).

## Results

After four to five years of pursuing the Community Partnership Working Group process, The San Diego Foundation's representatives are starting to see progress. The product from the Working Groups is comprehensive. It is well-framed from resident

input. It uses data to identify emerging opportunities. Detailed grantmaking is complemented by meta-level activities that advance goals like creating a new regional consensus for housing. The flurry of activity stimulates a new kind of discourse at the board level that addresses regional equity in a framing that members can embrace. As one Working Group member puts it, "How do we talk about moving to the future in the region when our children cannot afford to live here?" More than 250 volunteers are critical to making this process work, assisted by nearly all of the Foundation's 42 staff. "How do you include those who never get to participate into planning for their communities?" asks Diaz. "There is your regional equity issue." Donors increasingly look to create agency endowments to sustain the more innovative organizations. "This is the long term goal," notes Diaz. "We need to tap the passion of the donors." The Foundation and community groups create a triad for addressing regional equity concerns, with the donor being the primary investor who lives in the area and values it as their home.

Progress in the case of City Heights can also be seen. One hundred-sixteen housing units adjacent to the Urban Village were recently completed, as well as an office building specifically devoted to housing nonprofit organizations that provide community services. In 2001, Price Charities convened a series of community workshops to develop a new Vision Plan for upcoming development efforts. Recognizing that revitalizing City Heights requires addressing all the factors that contribute to urban poverty, the Initiative is committed to employing holistic strategies of redevelopment. Moreover, the Initiative is committed to making the redevelopment effort community-driven and to improving City Heights for its current residents. "Price is tearing down all the barriers," says one observer. "University, teachers' union, financial institutions—they bring them all to the table. If we are going to achieve neighborhood or regional equity, we will need that kind of bridging power."

Meanwhile, Market Creek Plaza has already resulted in important breakthroughs in minority contracting, local hiring, civic participation, community equity, local business interest and ownership, and neighborhood reinvestment even though implementation is not yet complete. Sixty-two percent of the construction contracts for Market Creek Plaza were awarded to local minority-

owned enterprises, totaling \$8.5 million. Additionally, 91 percent of the initial employees at Food 4 Less (the anchor grocery store) were hired from the community. All these jobs are unionized and include living wages, health care, and pension plans. The Jacobs Center for Neighborhood Improvement indicates that 3,000 adults and more than 1,000 youth to date have participated in land planning, leasing, marketing, research, advocacy, and ownership design. Extensive cross-cultural teams have played an ongoing role in project implementation. Furthermore, a plan to enable up to 450 community residents to invest in the project is currently before the California Department of Corporations. As the nation's first community development initial public offering (IPO), if approved it will enable residents to "own a piece of the block" (as their campaign is called) through the purchase of units (similar to stock) in Market Creek Partners, LLC. Residents have also designed a locally controlled foundation, which is already chartered and will soon apply for its 501(c)(3) status. As an owner, this community foundation will receive portion of the profits from the development of Market Creek Plaza for granting back into the neighborhood.



Artists from the Diamond Neighborhoods community, including Victor Ochoa, Jose Morales, Jean Cornwell, and Mario Torero, participated on the Art & Design Team to design the look and feel of Market Creek Plaza. (Source: Jacobs Center for Neighborhood Innovation).

### Lessons Learned

Organizations are learning valuable lessons from their regional investments in the San Diego area. First and foremost, involving residents as ongoing partners requires a commitment to pursuing multiple engagement approaches, continuing outreach, and asking questions rather than providing answers. It is also clear that it is necessary to engage residents in

the projects' complexities and tough decisions in order to forge ownership of the implementation and the results. Community ownership of change also requires anticipating and dealing effectively with equity issues. Funders and organizers also see many opportunities from partnering with residents in development activity. These partnerships expand residents' conception of their own capacities and spur them to undertake further organizing, policy advocacy, and community change work. The experiences of the projects and their funders will continue to provide an important perspective from the field regarding strategies and approaches for sustainable neighborhood change.

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## Section 3:

*Connecting to Regional Opportunity*





### III. A. MAKING HOUSING AN OPPORTUNITY FOR LOCAL AND REGIONAL EQUITY: THE BAY AREA INCLUSIONARY HOUSING INITIATIVE

#### Funders Highlighted:

S.H. Cowell Foundation  
Fannie Mae Foundation  
Evelyn and Walter Haas, Jr. Fund  
Marin Community Foundation  
Peninsula Community Foundation  
The San Francisco Foundation  
Charles and Helen Schwab Foundation

*“This collaborative project provides an opportunity for foundations, nonprofits, and government to work in partnership to improve land use planning throughout the Bay Area.”*

— Cassandra Benjamin, Charles and Helen Schwab Foundation

*“This is a multi-year advocacy and organizing program designed to increase the number of jurisdictions around the region with strong inclusionary housing programs.”*

— Sterling Speirn, Peninsula Community Foundation

Through a combination of training, technical assistance, grassroots organizing, and legal assistance, foundations and community organizations are collaborating for greater affordable housing through increased inclusionary zoning programs. The profile showcases regional- and community-level strategies designed to build and strengthen alliances among a wide range of interests and combined, direct efforts towards both housing development and sustained community-based activities.

#### Project Profile

As communities grapple with the need to provide affordable housing for low- and moderate-income households, the state of California now has the most inclusionary zoning (IZ) programs of any state. Some 116 inclusionary housing programs—operating in more than 20 percent of the state’s local jurisdictions—have

added more than 34,000 affordable homes. Despite this measurable progress, the San Francisco Bay Area, one of the country’s most costly housing markets, still has an acute need for more housing for low- and moderate-income families. In response to this unmet need, an innovative campaign known as the Bay Area Inclusionary Housing Initiative was launched in June 2004 by seven foundations.<sup>44</sup> The campaign seeks the adoption of inclusionary housing guidelines by each municipality throughout the region. The effort is currently envisioned to last for two years, but may extend beyond that time period.

Just as the Bay Area’s foundation community is collaborating, so are its community organizations. The initiative’s parallel community partners include the following organizations: Non-Profit Housing Association of Northern California, the Institute for Local Self-Government, Greenbelt Alliance, California Affordable Housing Law project, Nine-County Housing Advocacy Network, and Western Center on Law and Poverty. As a team, these six organizations are working to double the rate of inclusionary housing production in the first phase of the initiative. The specific objectives guiding the effort are to:

- Educate local government staff and elected officials;
- Organize local support for new or improved policies in targeted jurisdictions;
- Provide technical assistance to local governments, advocates, and philanthropic communities;
- Publicize the need for strong inclusionary housing programs (20 percent goal) via philanthropic organizations and the media;
- Create an inclusionary housing tool kit and update the existing Community Acceptance tool kit; and
- Strengthen the network of housing organizations, environmental groups, social justice, and business organizations engaged in affordable housing advocacy.

Commenting on the urgency of the mission, Dianne Spaulding, executive director of the Non-Profit Housing Association of Northern California (NPH), notes: “I can’t remember a time in the history of

<sup>44</sup> The seven Bay Area Inclusionary Housing Initiative Foundation Partners are: S.H. Cowell Foundation, Evelyn and Walter Haas, Jr. Fund, Fannie Mae Foundation, Marin Community Foundation, Peninsula Community Foundation, The San Francisco Foundation, and Charles and Helen Schwab Foundation.

California when we've had an opportunity of this scale. If the 80 percent of jurisdictions without an inclusionary policy adopted even a moderate inclusionary requirement, California could potentially increase its production of affordable housing by as much as 35 to 50 percent. That means homes for Bay Area working families, our firefighters and nurses, and seniors on fixed incomes."

Doug Shoemaker, NPH's deputy director agrees, adding, "Many social equity groups struggle to find a regional campaign hook that works around land use and affordable housing because these decisions are

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"Many social equity groups struggle to find a regional campaign hook that works around land use and affordable housing because these decisions are almost always made at the local level. The key for policy groups is to recognize that these types of advocacy networks can't start and end with one campaign. They need to be thought of as central to the long-term infrastructure of the affordable housing and social justice movement."

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— Doug Shoemaker

peer support, policy analysis, and communications to local governmental officials and community advocates. Efforts on the local level will focus on grassroots organizing, technical assistance, and advocacy targeted to key jurisdictions.

### Funder Interest

At a fall 2003 regional meeting of Bay Area funders interested in housing, participants voiced a shared concern to examine smarter growth strategies and housing more closely. According to Cassandra Benjamin, senior program officer with the Charles and Helen Schwab Foundation, a number of funders readily agreed that policy work and IZ were project prospects. Rather than follow the traditional approach

in which funders identify priority areas, set criteria, and then review competitive proposals, this Initiative launched a collaborative process that engaged both funders and community groups in its conception.

"We can see a real benefit to this approach," observes Benjamin. "Our collaborative process and clear objectives have established a model for regional collaboration on a project with tangible goals. Hopefully, this is only the first project and others will follow."

For the Fannie Mae Foundation, the nation's largest foundation dedicated to affordable housing, there was an early recognition of the need to connect smarter growth strategies and housing more closely. "We understood concentrated support," observes Vera de Vera, director of Fannie Mae Foundation's Western Regional Office. "The question was what is the best way we could come together to make a funding impact. The key was to work with community groups to refine issues and concerns. When we reconvened in the spring of 2004, we identified IZ. But we were also offered a plan that was outcome-driven."

The collaborative conceptualization among funders and community organizations was also supported by research and statistics from NPH and the League of California Cities. According to Schwab's Benjamin, "The really bad economic times made it easier for government to buy-in to the project. But the initial success was to take advantage of relationships. This project happened more as a partnership than as something hierarchical." Speaking for the Peninsula Community Foundation, its president, Sterling Speirn, explains, "Our foundations chose to support inclusionary housing because it is an affordable housing strategy with demonstrated success in providing much needed low- and moderate-income housing."

### Regional/Neighborhood Equity Impacts

According to NPH's Shoemaker, "California cities and counties are at the forefront of an innovative affordable housing practice that is benefiting thousands of households. Compelling trends reveal that over the next few years, the number of California communities adopting inclusionary zoning practices for affordable housing is likely to continue at a rapid pace."

A new report from the National Housing Conference entitled, *Inclusionary Zoning: The California Experience*, bolsters Shoemaker's views. From 1994 to 2003, there was a 67 percent increase in communities that adopted inclusionary zoning policies, from 64 to 107 communities. In the Bay Area, 60 of the area's 109 jurisdictions currently have an existing IZ policy. Shoemaker adds, "Ultimately focusing on the possibility for and benefits of inclusionary housing is more critical than ever since the funding of other affordable housing programs is being threatened by a tightening federal budget. In particular, within the FY 2005 budget proposal, funding for Section 8 housing vouchers is much lower than what is needed to fund all contract renewals under current program rules. The budget proposal also eliminates the successful HOPE VI program, which helps to replace distressed public housing with mixed income communities."

A former East Palo Alto City Council Member, Duane Bay, also notes the current fiscal climate. "Inclusionary zoning is a commonsense answer to creating housing that actually meets certain needs of the community," says Bay. "One of its primary advantages is that it does not require a large investment—or in some instances, any financial investment at all—by local governments. Another advantage is that it helps to integrate those with different ethnic and financial backgrounds. The communities themselves benefit from this integration because of the need for both a low- and moderate-income workforce."

## Results

For the Schwab Foundation, this collaborative approach had to first recognize that each funder brought to the discussion its own set of limitations. "We had silo targets," expresses Benjamin. "Some of us had silos of target populations or geography. But our goal of broad impact was respectful of each funder. And we knew we were hoping to leverage organizational names and status to elevate policy reform." Benjamin adds, "If more citizens adopt reforms, IZ will be seen as the norm. It won't be a panacea; but it will result in more integrated opportunities for low- and moderate-income households." The Fannie Mae Foundation further expands that same view with de Vera stating that, "If

cities adopt or revise IZ programs, working with our campaign partners and governmental officials, we can take those examples and share with communities across the country."

## Lessons Learned

From the Fannie Mae Foundation's perspective, one of the greatest lessons was learning to be "not too prescriptive,"

according to de Vera. "It was most beneficial to first listen to our community partners and then ask them to prioritize their concerns. Also, some funders thought the campaign was too much advocacy. An improvement would be to specifically define 'policy work' as awareness and education. Everyone wanted policymakers to be better educated on these issues."

From the community partner perspective, recognizing the independent nature of its members also meant a range of prior interests. And that recognition translated into policy negotiations. "Our goal," said Shoemaker, "was getting inclusionary housing outcomes and base-building outcomes. That kind of regionalism worked—speaking and learning from one another. As individual groups we had a tremendous capacity."

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"If cities adopt or revise IZ programs, working with our campaign partners and governmental officials, we can take those examples and share with communities across the country."

— Vera de Vera

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## III. B. ENSURING A FAIR FARE: TRANSIT ADVOCACY IN DIVERSE REGIONS

### Funders Highlighted:

Catholic Campaign for Human Development  
Alfred P. Sloan Foundation

*“People are generally understanding of the need for increased revenues. They are not looking for a free ride—just a fair one.”*

— Beat the Fare Increase Campaign, Boston

Faced with budget shortfalls, transit agencies across the nation have raised fares, reduced the frequency of service, eliminated routes, delayed capital projects, and implemented hiring freezes and staff reductions.<sup>45</sup> The transit agencies of New York City, Boston, and Baltimore have pursued some of these options. These measures have disparate, negative impacts on transit-dependent riders, particularly low-income and minority communities. This profile looks at funders and community organizations who have addressed this increasingly common regional transit equity issue in New York, Massachusetts, and Maryland.

### Project Profile

#### New York City

The Metropolitan Transportation Agency (MTA), an agency of the state of New York, is the parent organization of New York City Transit. MTA New York City Transit is the largest agency in the MTA regional transportation network, which also includes MTA Staten Island Railway (part of NYC Transit’s Department of Subways), MTA Long Island Rail Road, MTA Long Island Bus, MTA Metro-North Railroad, MTA Bridges and Tunnels, and MTA Capital Construction. In 2002, the MTA proposed raising its base fare from \$1.50 to \$2.00, raising the price of its “unlimited ride” passes, and reducing services. The MTA proposed this increase, its first since 1995, because of a claimed \$2 billion operating deficit. This fare increase was opposed by the Straphangers Campaign.

<sup>45</sup> A recent annual survey by the American Public Transportation Association showed that 90 percent of large transit agencies had implemented fare increases and 35 percent of all agencies were reducing frequency of service.

The Straphangers Campaign was founded in 1979 by the New York Public Interest Research Group (NYPIRG), which serves as an advocate for the almost seven million daily users of the New York City transit system (buses, subways). Previous Straphanger efforts resulted in free subway-bus transfers and the above-mentioned “unlimited ride” passes. Importantly, the Straphangers had a strong record of analyzing MTA data and using that data to produce numerous reports on the quality of the New York City transit system.

Straphangers’ personnel (some of whom have worked for the group for over 20 years) have significant experience reviewing MTA budgets, but could not identify exactly where the claimed shortfall originated. Doubting the accuracy of the MTA’s projections, in late 2002, the Straphangers wrote the Comptroller for the state of New York and the Comptroller for New York City to express the group’s concerns and to request that each office audit the MTA.

In April 2003, the audits were released, finding that the MTA exaggerated its 2003 operating deficit by shifting \$500 million in revenue forward to 2004. In response, the Straphangers and other groups filed suit against the MTA. After an initial victory at the New York State Supreme Court, the Straphangers group was defeated in two subsequent appeals—the latter taking place in August 2003. This loss, combined with the MTA’s May 2003 approval of the proposed fare increase, effectively ended the Straphangers’ effort to block the 2003 fare increase. Still, the Straphangers achieved a number of successes, mostly by way of enhancing access to the MTA’s budgeting process. Whereas the MTA ordinarily released an annual budget in November and voted on it in December, budgets are now more regularly released and five-year projections are now available.

This new, greater transparency proved important as it enabled the Straphangers to anticipate and respond to another proposed fare increase in mid-2004. Then, the MTA proposed to raise fares on passes and initially proposed some significant service reductions. Since that proposal, Straphangers’ efforts have focused on stopping the increase, as well as turning attention to state level decisions which impact transit funding.

### **Boston**

Meanwhile, in Massachusetts, the Massachusetts Bay Transportation Authority (MBTA) operates the country’s oldest subway system and serves approximately 600,000 customers with 1.2 million

trips a day. In 2004, the MBTA proposed to increase bus fares from \$0.75 to \$1.00 and to increase subway fares from \$1.00 to \$1.25. This followed a similar increase in 2001-2002. Before 2001-2002, the MBTA had not increased fares since 1990-1991.

In response, a campaign known as Beat the Fare Increase was formed by two Boston-area groups: the Transit Riders Union (TRU) and On the Move: Greater Boston Transportation Justice Coalition (Coalition). A strategy committee—composed of Alternatives for Community & Environment (ACE, a founding member

of the Coalition), Bowdoin Street Health Center, Conservation Law Foundation, Egleston Square Neighborhood Association, Four Corners Action Coalition, Massachusetts Public Interest Research Group

(MASSPIRG), Sierra Club, TRU, and the Washington Street Corridor Coalition—reached out to the community and planned and implemented the campaign. The campaign divided its goals into four areas: Public Review, Clean Air, Revenue, and Stopping the Fare Increase.

Beat the Fare Increase literature noted that, “As fares increase, ridership decreases because more people with cars will choose to drive ... [leaving] the remaining transit riders to shoulder the cost of a more expensive system.” In effect, it argued, “This fare increase represents another tax on working people, and an unfair tax,” because the fare increase greatly exceeded broader increases in the cost of living and gasoline (approximately 40 percent since 1990). This led the campaign to charge another inequity, a “continued policy of subsidizing drivers at a much higher rate than public transit riders.”

The Beat the Fare Increase campaign demanded:

- The MBTA to take all steps to increase non-fare revenues before raising fares;
- An Automated Fare Collection system that will provide accurate ridership counts, a basis for sound accounting, fiscal planning, and system

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“As fares increase, ridership decreases because more people with cars will choose to drive ... [leaving] the remaining transit riders to shoulder the cost of a more expensive system.”

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— Beat the Fare Increase

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expansion/service improvements, and a basis for developing a fair fare policy; and

- A fair fare policy that considers, among other factors, distance traveled, peak and off-peak use, and special discounts for seniors, students and the disabled (that should maintain and improve the existing bus-to-bus transfer policy and include free subway-to-bus and reduced-cost bus-to-subway transfers and expanded hours and use of student passes for public school students).

Campaign activities focused on accessing the information that the MBTA had used to support its fare increase decision through a public records request. Its main community organizing and advocacy activities were petitions, a position paper, and participating in MBTA board hearings and other public hearing opportunities. Combined, these efforts led the campaign into direct negotiations with the MBTA's general manager, its chief financial officer, and the state Secretary of Transportation (who also served as chair of the MBTA's board of directors).

In the end, the campaign achieved many of its goals, including:

- A reduction in the proposed increase in bus fares (the rate was changed from \$0.75 to \$0.90, not \$1.00 as originally proposed);
- The creation of a Rider Oversight Committee (ROC) that will meet monthly with MBTA staff and quarterly with the state Secretary of Transportation, as well as the MBTA's general manager and its chief financial officer;
- The inclusion of fare policy, fare structure, service improvements, quality standards, and alternative funding sources in the ROC's mandate;
- A fare freeze until at least January 2006;
- The consultation and creation of a new fare policy before Automated Fare Collection is implemented;
- A reduced price for bus-subway and subway-bus transfers with the Automated Fare Collection implementation; and
- A better public process for future fare increases.

### **Baltimore**

Similar to New York and Boston, Baltimore's transit riders dealt with a transit agency's proposed fare increases. "Farebox Recovery," refers to the percentage of a transit agency's expenses generated by fares. Per

Maryland law, the Maryland Transit Authority could recover 40 percent of its expenses from fares. But this percentage was to sunset in 2004, increasing to a 50 percent farebox recovery rate, forcing the Maryland Transit Agency to raise its fares.

Based on its equity mission and extensive experience, the Citizens Planning and Housing Association (CPHA) spearheaded the community response. For over 60 years, CPHA has dedicated itself to the belief that the united action of informed citizens is essential to improve the quality of life for the people of the Baltimore region. In the past several years, more and more informed citizens have made it clear that the quality of life must be addressed on both a neighborhood and a regional scale.

The organization envisions a well-planned Baltimore region with equity among jurisdictions, where citizens respect diversity and have access to responsive government and quality housing in vibrant neighborhoods. Its vision is to mobilize informed citizen action by training and organizing citizens and neighborhood leaders to be advocates on issues consistent with the vision, advocating for policies and actions that prevent sprawl and improve the livability of existing neighborhoods, and convening partners to address policy and planning issues of common interest to Baltimore City and its surrounding counties.

Due to the 2003 fare increase, the CPHA formed the Maryland Transit Coalition. The Coalition is a mix of transportation advocates like the Action Committee for Transit and the Transit Riders League; environmental groups such as the Chesapeake Bay Foundation; social justice groups such as Maryland Public Interest Research Group (MaryPIRG); and smart growth advocates represented by the Washington Regional Network for Livable Communities and Solutions Not Sprawl, among others. The Coalition worked to advance state legislation—Senate Bill 282 and House Bill 282—to freeze farebox recovery at 40 percent until 2008. With the Transit Riders League in the lead, Coalition members wrote letters, sent e-mail, called their representatives, and testified at hearings, which resulted in the near-unanimous approval of each Bill. On May 26, 2004, Maryland Governor Robert L. Erlich, Jr., signed the legislation, which extended the 40 percent farebox recovery requirement for Baltimore-area transit riders until 2008.

## Funder Interest

The Straphangers Campaign receives funding from a variety of sources (local foundations, dues, fundraisers), but their largest source of funding comes from the Alfred E. Sloan Foundation. According to the Sloan Foundation's program director, Ted Greenwood, the Foundation was interested in the Straphangers' focus on the performance of the New York City Transit System. The Straphangers had demonstrated an ability to obtain, analyze, and review the data produced by the MTA, using this data to produce reports on the performance of different subway lines. Also, the Straphangers would couple MTA data with their own data collection efforts (e.g., rider surveys), and produce yearly reports which allowed for informed advocacy concerning the transit system and its responsiveness to community needs.

The Sloan Foundation made its initial grant to the Straphangers in 1996. At that time, the Straphangers were the only kind of transit advocacy group doing this kind of analytical work on a meaningful scale. The Straphangers organization was well-established and was ready to take its work to a more comprehensive level. The Sloan Foundation was impressed with staff skills, the volunteers' commitment, the organizational track record, and its future agenda. These future plans led the Foundation to conclude that the Straphangers could be an exemplar organization.

Supporting the Transit Riders Union in Boston and the Transit Riders League in Baltimore is the Catholic Campaign for Human Development (CCHD), among other funding sources. According to Andy Slettebak, Baltimore field representative, and Randy Keesler, Boston field representative, CCHD's interest in these efforts is based upon supporting any activity that brings low-income, disempowered people together where they may establish relationships with each other and together find their own voice to participate in decisionmaking that affects their daily lives.

The Catholic Campaign for Human Development's grant decisions are made at the local diocese level where diocese members are regularly involved in issues affecting low-income people and are familiar with groups which are consistently doing meaningful work. For the Baltimore diocese, there existed a good fit between the Transit Riders League and the Community Organizing Grant program criteria,

which was further reinforced by the well-established reputation of the Citizens Planning and Housing Association. In Boston, the Beat the Fare Increase campaign application met CCHD's grant criteria and furthermore, CCHD was attracted to the Transit Riders Union's participation in the broader On the Move Coalition.

## Regional/Neighborhood Equity Impacts

A comprehensive transit system is a basic part of regionalism—whether it uses buses, streetcars, subways, light rail, shuttles, or a combination of some or all of these

modes. Increasing the system's reach, accessibility, and ridership supports regional goals like reducing automobile impacts, combating sprawl, and establishing compact, pedestrian/transit-oriented developments.

These goals depend on successfully encouraging automobile drivers to make a different transportation

choice: to get out of their cars and trucks from time-to-time and use transit for their transportation needs.

Equity issues can arise when low-income communities and people of color in urban areas receive less than their fair share of a regional transit system's benefits and receive a greater share of a regional transit system's negative impacts. These inequities take many forms, such as:

- Disproportionate investments—Nearly all regions spend comparatively more money on highways than transit. Plus, they typically spend more transit money to construct light rail lines, new stations, and bus shelters in suburban areas than they do on buses and shelters in transit-dependent inner-city communities. Further, these inner-city riders contribute more revenue to the

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A comprehensive transit system is a basic part of regionalism—whether it uses buses, streetcars, subways, light rail, shuttles, or a combination of some or all of these modes. Increasing the system's reach, accessibility, and ridership supports regional goals like reducing automobile impacts, combating sprawl, and establishing compact, pedestrian/transit-oriented developments.

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system than suburban riders, in effect subsidizing suburban transit;

- Regressive pricing structures—Many transit agencies offer discounts for bulk purchases in the form of cost savings for customers that buy monthly or annual passes or books that contain multiple tickets. But these discounts are inequitable because they favor those who can afford the more expensive, one-time expenditure, and result in greater out-of-pocket transit costs for low-income people;
- Decisionmaking—Often, low-income and people of color in urban communities do not have consistent and meaningful opportunities to influence a region's transit decisions; and
- Fare increases—Many city residents do not own a car, some of out of choice, others because they cannot afford car ownership's many expenses (purchase, maintenance, repair, insurance, gas, and parking). For these individuals, public transit is an integral part of daily life and for low-income transit riders, form a significant part of their monthly budget.

A focus on equity in the region was not a driving force for the grant decision or an impact concern for the coalitions' funders in any of the above-mentioned cities. Yet most major metropolitan urban public transit systems connect communities significantly beyond the urban center. If a transportation situation impacts the accessibility of low-income transit riders, it can catapult the local equity issue into a regional struggle.

## Results

According to Greenwood, the Sloan Foundation hopes that the Straphangers work will be replicated in other places. This goal has already been met in several other municipalities, some where the Foundation specifically encouraged its replication through grantmaking (e.g., Chicago, Philadelphia), and some where groups saw a potential local value in Straphangers' work (e.g., Los Angeles, Toronto). The Foundation also anticipates that the Straphangers will be able to build on its existing track record and by so doing have a clear impact on the quality of the New York City Transit System. Finally, the Foundation believes that Straphangers should institutionalize their work so that the organization can sustain its efforts absent the Foundation's support.

The CCHD's respective grants to the Boston and Baltimore coalitions are in their first year of a three-year grant cycle, so results are fairly preliminary. Each group has seen initial successes in empowering transit riders to engage their region's transit policymakers and build a more inclusive decisionmaking structure. Additionally, each coalition has developed and begun to advance specific policy proposals and has had success in minimizing the impact or extent of a proposed fair increase.

## Lessons Learned

According to the Sloan Foundation, the capacity to analyze data and use it to inform policy and advocacy is a key to success for transportation advocates. But these skills are not yet widespread. Additionally, data collecting and analysis from both transit agencies and transit riders is not widely available.

Demonstrating measurable results, evaluating policy impacts, formulating alternative methodologies and options, and surveying

stakeholders gives advocates the tools to effectively participate in policymaking and articulate their constituents' needs and demands.

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If a transportation situation impacts the accessibility of low-income transit riders, it can catapult the local equity issue into a regional struggle.

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Field representatives from CCHD state that their most important lesson is that community organizing has a persistent, proven ability to influence public policy decisions. It is the relationship-building aspect among different community organizations and constituents that demonstrates the potential of community organizing. Currently, CCHD is revising its grant application format and its grant reporting requirements in order to collect more information from applicants or grantees so as to better evaluate the impact of their funding and monitor the field, ultimately providing a method to share the progress and growth of their grantees through the funding cycles.

Though at different stages of their growth and with different funders, all three community-based coalitions pursued varied strategies in order to develop their advocacy capacity, eliminate transit access barriers, and ensure that transit policy decisions do not perpetuate

or increase poverty. Whether directly pursued or as an additional unintended benefit, the coalitions are today examples of regional transit equity initiatives.

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## III. C. CONNECTING TRANSIT, DEVELOPMENT, AND COMMUNITY: THE EAST HARLEM COMMUNITY LINK INITIATIVE AND THE FRUITVALE TRANSIT VILLAGE

### Funders Highlighted:

Ford Foundation

Local Initiatives Support Corporation (LISC)

*“Infrastructure investments in low-income communities can connect the region to the block.”*

— Nicolas Ronderos, Regional Plan Association

The Regional Plan Association’s East Harlem Community Link Initiative in New York City focuses on the East Harlem community to design and implement a strategy for maximizing the benefits of a proposed Second Avenue Subway for existing residents and businesses. The Unity Council’s Fruitvale Transit Village is a transit-oriented, mixed-use development effort located in the heart of Oakland, Calif.’s, Fruitvale neighborhood at the Bay Area Rapid Transit Station. This profile highlights funder investments in two notable transit-oriented development (TOD) projects that concern their own diverse communities facing an opportunity for significant public and private investment, establishing community-based decisionmaking processes regarding those investments, and developing specific efforts to anticipate and avoid potential displacements.

### Project Profile

Transit-oriented development (TOD) is a critical part of the broader regional development paradigm. Characterized by higher-density, mixed-use, pedestrian-friendly projects, TOD can support regional environmental and economic objectives.

TriMet, the regional transit agency in Portland, Ore., defines TOD as “multiple-unit housing and mixed-use projects that support the public investment in ... transit service because they preserve, enhance, or contribute to creating active pedestrian districts

within walking distance of transit. TOD projects increase the density of people near transit, including residents, employees, visitors, and customers, in a built environment that is pedestrian-friendly and connected to transit. Mixed-use buildings, projects, or areas with a mix of uses are active from early in the morning to late in the evening, making the environment safer for pedestrians and providing peak and off-peak customers for transit service. A TOD may be a single building, a group of buildings, or a multiple block district.”

Transit-oriented development is not exceptional, either today or in the past. In a certain era, it was a common development pattern, as neighborhoods clustered around subway stations, streetcar lines, and the like. After a period of decline which coincided with the growth in auto use and suburban sprawl, TOD experienced a 1990s revival in response to advocacy for smarter growth policies, expanded transit systems, and the drive for central city revitalization. What remains exceptional are TOD projects that meaningfully anticipate their potential gentrifying impacts and, therefore, develop anti-displacement mechanisms in an inclusive and community-based process.

Historically, new developments (transit-oriented or otherwise)—particularly subsidized developments in inner-city communities—spur a familiar pattern of displacement and gentrification. Public

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What remains exceptional are TOD projects that meaningfully anticipate their potential gentrifying impacts and, therefore, develop anti-displacement mechanisms in an inclusive and community-based process.

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investment can motivate a greater investment from the private sector and attract new residents to a previously disinvested neighborhood. This increased desirability feeds a quick run-up in land values and

related costs (e.g., rents, property taxes). Single-family rentals are sold and converted to homeownership and substandard properties are razed or improved so as to meet the demands of the new, higher-income residents. Existing residents are subjected to multiple displacing pressures and existing businesses/employers face rising operating expenses and the loss of their customer base.

Affordable rental property, residential or commercial, becomes harder to find. To some degree, displacement and gentrification result from exclusive decisionmaking. It is more likely and more extensive where potentially affected community residents, particularly those most at risk of displacement (low-income people, people of color, the elderly, the disabled, and small businesses) lack meaningful opportunities to access and influence development decisions. In their absence, such decisionmaking is less likely to prioritize an anti-displacement agenda.

### The East Harlem Community Link Initiative

It is against this backdrop that the Regional Plan Association (RPA), an independent, not-for-profit regional planning organization, strives to improve the quality of life and economic competitiveness in the 31-county New York-New Jersey-Connecticut Region through research, planning, and advocacy. Released in 1996, RPA’s Third Regional Plan, “A Region at Risk,” called for building a seamless 21<sup>st</sup> century mass transit system, creating a three million-acre Greensward network of protected natural resource systems, maintaining half of the region’s employment in urban centers, and assisting minority and immigrant communities to fully participate in the economic mainstream.

A key recommendation of RPA’s plan was the revival of the long-dormant Second Avenue Subway project in the East Harlem neighborhood of New York City. Proposals to build a north-south subway line along Second Avenue date back to 1929, with several plans and false starts in the following decades. Fast forward to 1995, the Metropolitan Transportation Authority (MTA) began the Manhattan East Side Alternatives (MESA) Study. The MESA study team compiled a list of more than 20 alternatives to resolve existing and future transportation issues identified within the study area, but proposed a shortened version that would fail to connect many low-income communities to job opportunities in downtown Manhattan. The Regional Plan Association and its allies commenced a comprehensive, successful campaign involving advertising and local elected officials, and the MTA board eventually allocated \$1.05 billion in its 2000-2004 Capital Program to complete the planning and design and initiate construction of a full-length Second Avenue Subway.

The Regional Plan Association then launched its East Harlem Community Link Initiative. Supported by the Ford Foundation, it began working then with the East Harlem community to design and implement a strategy aimed at countering potential exclusion and displacement. This part of Harlem, also known as “El Barrio,” is the traditional heart of New York City’s Puerto Rican community. It is now home to a diverse mix of Puerto Ricans, more recent Latino immigrants, and African Americans, and has experienced increasing gentrification pressures since the late 1990s. The East Harlem Community Link Initiative is designed to strengthen the community’s voice in planning for subway construction and to ensure that resulting development benefits local residents and businesses.

An early success was winning approval for a station at the crossroads of East Harlem. The MTA’s plans originally called for Second Avenue Subway stations

at 96<sup>th</sup> Avenue, 106<sup>th</sup> Avenue, and 125<sup>th</sup> Avenue. In this configuration, there would be no station for almost 20 blocks, a stretch which included 116<sup>th</sup> Avenue, historically the main commercial strip for East Harlem. Again, the

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The East Harlem Community Link Initiative is designed to strengthen the community’s voice in planning for subway construction and to ensure that resulting development benefits local residents and businesses.

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East Harlem Community Link Initiative, led by RPA, was at the center of a successful campaign involving elected officials, community interests, and media to add a station at 116<sup>th</sup> Avenue.

### **Fruitvale Transit Village**

The second project in this profile is The Unity Council’s Fruitvale Transit Village (Fruitvale Village). Fruitvale is a highly diverse, inner-city neighborhood in Oakland, Calif. Though predominantly Latino, people of many nationalities reside there (Chinese, Laotian, Pakistani, Filipino, Eastern European) and 47 percent of neighborhood residents were born outside of the United States. It is also a neighborhood that has struggled under the weights of segregation and concentrated poverty. In 1990, Bay Area Rapid Transit (BART) officials developed a plan for a parking garage adjacent to an existing

BART station without meaningful community involvement. Fruitvale community members objected to the garage’s location and set the foundation for an ongoing community-based revitalization effort centered around the BART station and transit-oriented development, which evolved into the Fruitvale Village Project.

Since its inception in 1993, the Fruitvale Village Project has evolved into an exciting model for inner-city redevelopment which will support a number of amenities: commercial/retail shopping area, large pedestrian plaza, and comprehensive community services ranging from health care to child care. It has become a national model of smarter growth practices, transit-oriented development, and community-based planning. With the assistance of the Fruitvale Development Corporation, a support corporation of The Unity Council, the Village will also house The Unity Council’s headquarters, a public library, several community organizations, a computer technology center, a senior center, and 47 units of housing. The goal of the Village is to work in coordination with the Fruitvale Main Street Program (an effort to make the Fruitvale district safer, clean, attractive, and economically successful) to revitalize the Fruitvale commercial corridor. The effort is to link this diverse community and thousands of daily commuters to the services, businesses, and various modes of transportation offered by the Fruitvale neighborhood.

The mission of The Unity Council is to help build the assets of families and low-income communities through a comprehensive program of sustainable physical, economic, and social development. The Council, formerly called The Spanish Speaking Unity Council, was founded in 1964, incorporated in 1967, and received 501(c)(3) tax-exempt status in 1968. Since that time, the Council has been a nonprofit community development organization committed to enriching the quality of life of families primarily in the Fruitvale District of Oakland. Its primary focus has been to create a healthier and safer community for families and residents.

### **Funder Interest**

According to the Ford Foundation’s acting director of the Community and Resource Development Unit, Carl Anthony, the Foundation recognized that the Regional Plan Association was one of the nation’s

oldest regional advocacy groups. This provided an opportunity to support the building of a more proactive regional agenda regarding social and economic justice. In the RPA, Ford saw an experienced group well-suited to conceive and implement a model project for advancing equitable development throughout a metropolitan region, with a particular focus on jobs, housing, and a just transportation network. Through this model, the RPA could provide experiences and lessons learned for replication by less experienced regional advocacy groups.

Meanwhile in the Bay Area, the Local Initiatives Support Corporation's (LISC) interest in The Unity Council predates the Main Street Program to the time when the organization was known as The Spanish

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The Unity Council has been a nonprofit community development organization committed to enriching the quality of life of families primarily in the Fruitvale District of Oakland. Its primary focus has been to create a healthier and safer community for families and residents.

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Speaking Unity Council, explains Stephanie Forbes, Bay Area director with LISC. In the Council, LISC saw an organization committed to helping low-income people, initially focusing on Fruitvale's Latino community, and later taking a more holistic approach to the increasingly

diverse Fruitvale neighborhood. Much of The Unity Council's appeal came from its understanding of how physical revitalization helps improve the quality of life (social, economic, environmental) for existing residents. As a result, the Council pursued a comprehensive strategy that combined services with neighborhood improvements.

According to LISC's Forbes, The Unity Council saw commercial revitalization as a way to promote not simply economic opportunity, but to foster a stronger sense of community pride for community residents. Quality of life and how the Bay Area was growing were concerns for LISC. Big box stores were increasing in number, making their economic presence felt. Concerned about impacts on smaller, local merchants, LISC saw The Unity Council's Main Street Program as way to support neighborhood economic vitality and support a neighborhood economy where businesses serving

low-income residents could survive and grow. The Main Street Program was a key way to ensure that local businesses would benefit from the Fruitvale Station and the Fruitvale Transit Village. Forbes adds that this early funding "would set the stage for a good relationship between the Business District, the BART Station, and the Transit Village."

Finally, the Council was a known presence, an experienced organization that already operated multiple and integrated programs to meet the Fruitvale community varied needs. Informed by these multiple experiences, the Council well understood the Main Street pilot's potential value to complement the Council's existing program and future plans.

## Regional/Neighborhood Equity Impacts

### East Harlem

In 2001, the RPA approached many different community-based organizations to identify an on the ground partner for the East Harlem Community Link Initiative. After discussions with community development corporations (CDCs), health organizations, service organizations, tenant associations, and many other groups, the RPA opted to work with a local government entity, Community Board 11, because doing so would give a community-based planning process clear access to the city's political structure (New York City is divided into boroughs, which are further divided into community boards). The East Harlem Community Link Initiative (the Initiative) became a partnership between the Ford Foundation (the funder), RPA (the technical assistance provider), and Community Board 11 (the client).

On May 18, 2002, 50 Harlem community residents led a team of urban design consultants and RPA staff in a visioning session on the future of the community with a subway line along Second Avenue. The goals of the workshop were to envision East Harlem with the Second Avenue Subway by identifying potential improvements near proposed subway stations, creating visual images, and presenting ideas to each other, public officials, and city agencies. The outcomes included ideas, proposals, and maps and drawings that represented concepts developed by the participants. Based on the workshop's outcomes, the RPA began to develop an implementation structure. It convened a group that came to be called the East Harlem Second Avenue Corridor Working Group (Working Group), a

multi-stakeholder effort composed of community interests and government agencies. According to RPA's associate planner for community development, Nicolas Ronderos, the Working Group represented a transition from a strict TOD perspective (thinking about and planning for the subway), to a greater focus on the Second Avenue Corridor with its physical design and traffic flow, specifically as a means to maximize economic opportunity while limiting gentrification and displacement.



A community design workshop hosted by the Regional Plan Association's East Harlem Community Link Initiative on May 18, 2002. (Source: Regional Plan Association).

The Initiative then focused on two research efforts: A Land Use Field Survey and a Zoning Analysis. The Zoning Analysis dealt with mid-2003 zoning changes, where much of the East Harlem community was rezoned for buildings of greater height (12-stories, as compared to the four-stories permitted by the earlier zoning) to increase density opportunities. In response, the analysis forecast the types of buildings which might be possible under the new zoning. The visualizations triggered concerns among Working Group members of displacement, gentrification, and other negative changes on the existing community. They requested that RPA identify alternatives which might diminish the negative impacts of the zoning changes on existing residents and businesses. These alternatives would address affordable housing, urban design, and streetscape.

Upon review of alternatives developed by RPA as requested, the Working Group decided to prioritize new streetscape opportunities, requesting a Streetscape Plan for Second Avenue. A strategy for developing and implementing a Streetscape Plan, based on Working Group suggestions and the 2002 Community Design Workshop, was approved in March 2004. Next, RPA conducted an inclusive survey of 100 Harlem business owners and employees (45 were Spanish-speakers and were

surveyed in Spanish) to help identify which streetscape elements would be most beneficial to the economic health of these businesses. The surveyed businesses and the Working Group viewed the streetscape improvements specifically as a means to anticipate and avoid displacement, improve business opportunities and business revenues, and spur local job creation.

As a result, Community Board 11 has proposed to fund some of the Streetscape Plan's proposed improvements in its Fiscal Year 2006 budget. A proposal for longer-term investments has been drafted and will be presented to city and state agencies in 2005. The Regional Plan Association plans to build on these successes to develop community consensus for higher-density housing that includes a greatly expanded stock of affordable housing for community residents.

### **Oakland**

In Oakland, The Unity Council has pursued two approaches to avoid displacement and ensure that populations at risk have the opportunity and choice to remain in a gentrifying neighborhood. The first is subsidy, using government and foundation dollars to make up the gap between resident or small business incomes and growing market rate expenses (e.g., affordable housing). The second is economic opportunity, where residents and businesses are given the means to see their incomes rise with the value of the area. This profile focuses on the economic opportunity approach.

Fruitvale Transit Village's pedestrian plaza was an early community priority. Community members wanted a safe and easy connection from International Boulevard to the BART station. First, with enhanced local access to the station, Fruitvale residents would have better access to jobs outside of their neighborhood resulting in a greater number and range of job opportunities and increased personal incomes. Local businesses would also benefit from the connection, as commuters could be drawn to their shops and increase their revenue potential. Furthermore, local businesses can now access public and private dollars to improve the appearance of their buildings through the Fruitvale Main Street Program. The program is a comprehensive commercial district revitalization project focused on International Boulevard and the area surrounding the Fruitvale Village.

In 2001, thanks to Fruitvale Main Streets' leadership, the district's commercial property owners adopted a Business Improvement District (BID), through which property owners pay an assessment for The Unity Council to provide enhanced safety and cleanliness services. According to the Council's executive director, Marsha Murrington, the BID generates about \$220,000 per year, paying for daily cleanup and for graffiti abatement. These activities improve local businesses' ability to attract customers. The Unity Council saw the BID as a great opportunity to create jobs for its workforce development clients. It hired several clients to clean the Fruitvale commercial district and to serve as Ambassadors (a community based, uniformed patrol). This later grew into a public space maintenance business, with 12 full-time cleaning staff and two Ambassadors, that has successfully bid on other contracting opportunities.

### Results

According to the Ford Foundation's Anthony, regional equity involves connecting marginalized communities to regional opportunities. By convincing the MTA to extend the Second Avenue Subway through East Harlem, RPA and its allies are

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Regional equity involves connecting marginalized communities to regional opportunities.

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helping establish a new regional connection for East Harlem residents. This connectivity was further enhanced by RPA's successful advocacy for a station at 116<sup>th</sup>

Avenue. Through the workshops and the Working Group, RPA has worked with the community to design stations that would serve and support the East Harlem community with increased housing and economic opportunities. Through the Working Group and its streetscape planning activities, RPA helped to build the capacity of community interests to have and build a long-term vision for East Harlem. In addition, the RPA linked these community interests with regional agencies. In partnership with the East Harlem community, RPA has built a model for community-based planning that can be replicated as future transportation investments occur throughout the New York City region, ensuring that commitments to jobs, housing,

and transportation access persist.

Similarly, positive results of the Fruitvale Main Street Program were identified by LISC's Forbes. Since the inception of Fruitvale Main Street Program, 268 net new jobs and 76 net new businesses have been created in the Fruitvale commercial district. Over 115 façade improvements have occurred. The Business Improvement District (BID) was described as a significant result in itself—LISC provided the technical assistance on how to start a BID, and provided funding for a consultant to actually establish the BID. Even more, the Main Street program and the BID had dramatic impacts on International Boulevard and the surrounding Fruitvale community. For example, International Boulevard saw double digit commercial vacancy rates in the 1990s and today the rates stand at effectively zero.

### Lessons Learned

According to Ford's Anthony, "Community members, particularly those most at risk of displacement, must have specific, consistent, and culturally appropriate opportunities to access and influence the planning of any specific TOD. Affordable housing should be integrated into any new transit-oriented development, paying particular attention to income levels in the surrounding neighborhoods. Business and economic development opportunities for local residents and entrepreneurs should be incorporated into the planning, construction, and operation of any new TOD. Again, community involvement is fundamental, but not only at the project-specific level." Anthony points out that the East Harlem Community Link Initiative demonstrates that community interests must engage the regional decisionmaking processes and its practitioners to best ensure that any new TOD becomes a true community asset.

The lessons for LISC and other funders of The Unity Council's Fruitvale Transit Village are that commercial corridor revitalization programs are complex and each urban community has its own challenges and opportunities. Thus, a commercial corridor revitalization program needs to be developed slowly, specifically based on the local community's needs. Because each community is different, providing technical assistance toward commercial corridor revitalization "requires a toolkit with many different tools," explains Sheila Daniels, program

director with LISC. No one set of solutions will work for every community, so funders and technical assistance providers need to have a variety of solutions to choose from and to offer. It is important that commercial corridor revitalization is part of a comprehensive local strategy. The Unity Council, like the other initial participants in the Main Street Program across the nation, was already pursuing multiple, related community development strategies and wanted to add a commercial corridor revitalization strategy to complement their existing efforts.<sup>46</sup> Explains LISC's Forbes, it is clear from this project that, "Neighborhood commercial districts are community gathering places and have a great impact on a community's perception and self-image"

When planned and impacted properly, TOD projects such as these can serve as an inclusive engine of a community's economic revitalization. Absent a meaningful commitment to community involvement and benefit, TOD projects can have serious negative consequences on a community's existing residents. The Ford Foundation's Anthony

explains that "Transit-oriented development can be an asset for the community, or it can be a liability. For it to be an asset, certain steps toward community involvement, affordable housing, economic development, and capacity building must be taken."

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"Neighborhood commercial districts are community gathering places and have a great impact on a community's perception and self-image."

— Stephanie Forbes

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Both the Regional Plan Association's East Harlem Community Link Initiative and The Unity Council's Fruitvale Transit Village affirm Anthony's assessment and formula for success.

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<sup>46</sup> Other initial participants in the Main Street Program include organizations from Tacoma, Wash., Lansing, Mich., Philadelphia, Richmond, Va., and Providence, R.I. For more information, see [www.mainstreet.org](http://www.mainstreet.org).

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### III. D. BRIDGING SOCIAL, ECONOMIC, AND GEOGRAPHIC DIVIDES: KENTUCKY'S COMMUNITY FARM ALLIANCE

#### Funder Highlighted:

Ford Foundation

*“Public markets can serve as engines of economic growth for urban and rural communities and therefore as regional bridges crossing over the urban-rural divide.”*

— Miguel Garcia, Ford Foundation

It is an unfortunate fact that in a nation such as the United States, the lack of food security and access remains a common struggle for low-income communities. The struggles of disenfranchised minorities and the working poor are reflected by high rates of disease that could decrease with education and improved access to nutritious foods. This profile illustrates the successful redefinition of a farmers' market into a vehicle for community revitalization and organizing where urban-rural and racial divides are confronted and increased equity is pursued.

#### Project Profile

In 2000, the state of Kentucky received \$3.4 billion in tobacco settlement dollars. Given directly to the state, and under the control of the Governor's Office, these funds inspired considerable debate regarding their use and the potential recipients. The Community Farm Alliance, a group with a history of organizing and policy work, advocated for making dollars available to help family farmers transition out of the tobacco economy that accounts for roughly one-third of a typical farm's income. At the same time, the Alliance successfully proposed that fund governance happen at the local level, with local communities setting their own goals for their fund allocations. This proposal provided an initial funding base to change the way family farms did business.

Located in Kentucky, the Community Farm Alliance (CFA) is, “A statewide grassroots organization of persons committed to family-scale farming as the

most efficient and sustainable form of producing the best quality food, while protecting the environment and strengthening rural community life.”<sup>47</sup>

Family farmers needed to become entrepreneurs in order to survive. Agricultural markets were changing, and family farms needed to follow suit by identifying new customers/markets and developing products to meet those customers' needs. The Community Farm Alliance began working with its membership to identify these new market opportunities. One key opportunity was the city of Louisville, Ky., home to one million people—almost one-quarter of the state's total population.



Community Farm Alliance members speak-out against tax incentives for out-of-state corporations and confined animal feeding operations. (Source: Community Farm Alliance).

Thus, in 2002, longtime CFA staff member and family farmer Ivor Chodkowski applied for a six-month CFA fellowship, an internally-offered six-month leadership development opportunity. Chodkowski's fellowship proposal focused on identifying connections through conversations in Louisville and with farmers in adjacent rural communities for joint economic opportunities. This effort led him to the Portland neighborhood.

Western Louisville's 12 neighborhoods, which include Portland, are disproportionately low-income, with 38 percent of the residents living in poverty, and home to disproportionately high numbers of African Americans. One major equity issue that became clear to Chodkowski was that the residents of western Louisville lack access to healthy and nutritious foods. For example, there are 105 grocery stores in Louisville, a ratio of one grocery for every 6,100 Louisville residents. But the circumstances in these

<sup>47</sup> [www.communityfarmalliance.org/about.htm/](http://www.communityfarmalliance.org/about.htm/).

12 western Louisville neighborhoods are very different: there are four grocery stores *total* in these neighborhoods, a ratio of one grocery for every 19,431 residents. Thus, residents must either travel long distances for quality foods, or must purchase more expensive food at one of 24 local convenience stores. Furthermore, of these 24 stores, only six sold all five basic food groups and the only vegetables offered were potatoes and onions. With diets low in healthy and nutritious foods, these 12 neighborhoods see excessive rates of heart disease and cancer. In 2002, there was not a single farmers' market in any of these 12 neighborhoods. As a result, Chodkowski began dialogues with Portland residents about starting a farmers' market in their neighborhood.

In 2003, the Ford Foundation awarded a one-year \$300,000 grant to the Community Farm Alliance in order to plan the Portland Farmers' Market and to develop a long-term strategy around food security and new markets for farm products. On June 21, 2003, the Portland Farmers' Market opened in the parking lot of a local printing business. Today, fresh produce, grown by local family farmers, is offered, such as fruits, vegetables, plants, as well as natural free-range eggs and meats. In keeping with the goal of providing Portland neighborhood residents with access to healthy and nutritious foods, the Market's vendors accept Electronic Benefits Transfer (EBT) cards (food stamps). Additionally, the Market's vendors also accept coupons from the Rowan Street Co-op, another CFA effort to make nutritious foods available to seniors on fixed-incomes.

### Funder Interest

The Ford Foundation's Active Public Space Initiative attempts to forge common community institutions within emerging mixed-income and mixed-race communities by supporting four categories of grantees: neighborhood arts and culture organizations, community technology centers, open space and recreation programs, and public markets. The Initiative wanted to allocate some of its funding toward economic development activities and was trying to identify a public spaces-focused economic development effort. Through such an effort, the Foundation would strengthen the case that public markets could become economic engines supporting adjacent community revitalization.

Ultimately, social justice considerations convinced the Ford Foundation to provide a grant to the Community Farm Alliance. According to Miguel Garcia, acting deputy director of the Community and Resource

Development Unit at the Ford Foundation, CFA provided an opportunity to create practical, mutually beneficial linkages among rural/largely white communities and

urban/largely black communities, and also offered a strong opportunity for collaborative learning for the project's participants and for the Foundation.

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Building practical connections between rural and urban constituencies, which so often entail connecting whites with people of color communities, is fundamental to regional equity.

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### Regional/Neighborhood Equity Impacts

The Ford Foundation recognizes that any one neighborhood (urban or rural) is linked with many other neighborhoods as a part of a regional economic and social justice system. When these linkages are recognized and supported, a neighborhood's residents and institutions start looking beyond their neighborhood and make broader policy decisions. Mutual opportunities and partnerships can be created, overcoming a rural versus urban mindset which pits these communities against one another to compete over finite resources.

### Results

According to Ford's Garcia, several results emerged from the Community Farm Alliance and its involvement in the Portland Farmers' Market. Building practical connections between rural and urban constituencies, which so often entail connecting whites with people of color communities, is fundamental to regional equity. Ford saw an opportunity to build such linkages with CFA and the Portland Farmers' Market.

Many inner-city communities lack access to affordably priced fresh and healthy foods. Thus, these communities must often resort to unhealthy and high-cost foods offered at fast food outlets and convenience stores. These dietary habits contribute to high rates of diabetes, obesity, and other negative



Community Farm Alliance members meet with members of the Federation of Southern Cooperatives and the Coalition of Immokolee Workers on the Smith farm in Trimble County, Ky., to discuss common struggles and successes. (Source: Community Farm Alliance).

health consequences. The Portland Farmers' Market brought a new source of health and nutritious food into the neighborhood, and made it even more accessible by accepting EBT cards (food stamps) and Rowan Street Co-op vouchers.

Transcending the barriers of race and class, the Portland Farmers' Market became a point of community cohesion, a new gathering place for wide

Primarily, farmers' markets are complex, with lessons emerging around issues of public space, functionality, and community development.

variety of community members. People frequent the Market not just to purchase food, but also to socialize before or after making their purchases.

Consequently, other community-based organizations and service providers are accessing the Market as a public space for gathering. For example, the Market offers information about lead poisoning and free testing of soil for lead contamination, back-to-school programs giving away school supplies, cooking and nutrition classes, voter registration, and nutrition programs focusing on kids and youth (some of whom became interns at the CFA office in the winter).

### Lessons Learned

The Ford Foundation's experiences in Louisville and other public markets can inform similar efforts by other foundations, suggests Garcia. Primarily, farmers' markets are complex, with lessons emerging



Community Farm Alliance vice president, Beth Tillery, sells her flowers and produce at a farmers' market in Lexington, Ky. (Source: Community Farm Alliance).

around issues of public space, functionality, and community development.

Garcia recommends that efforts to create a farmers' market be viewed as place-making efforts, with significant attention geared to issues like location, complementary activities, and entertainment. Not only must a farmers' market make bottom line business sense, but it also should have clear potential to support adjacent business opportunities. Strong management skills are required to make decisions like allotting space and selecting a healthy mix of vendors—providing benefits both to the customers and the vendors. Finally, funders and organizers should consider the projected and potential community development impacts and whether the market can affect or integrate with existing community development efforts in adjacent neighborhoods.

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### III. E. UNITING THREE STATES FOR ONE VISION: THE MID SOUTH DELTA INITIATIVE

#### Funder Highlighted:

W.K. Kellogg Foundation

*“We spent a great deal of time networking the teams with each other across the region and building a web of relationships and learning. There are so many similarities across state lines in the Delta that it made sense to connect the dots.”*

— Frank Taylor, W.K. Kellogg Foundation

The Mid South Delta Initiative, supported by the W.K. Kellogg Foundation, is a regional partnership joining organizations and communities in the Delta to enhance regional economic opportunities for all residents.<sup>48</sup> This profile demonstrates a foundation’s role as a powerful catalyst and the far-reaching results that can generate when a funder takes a place-based regional approach with an economic development focus to select and disburse resources. This funding approach enables a new regional perspective in problem-solving and creates opportunities to build bridges and partnerships among diverse communities, shift paradigms, and generate a host of equity-based initiatives that cut across state boundaries.

#### Project Profile

The Mid South Delta Initiative (MSDI) was established by the W.K. Kellogg Foundation in 1997



Bridges over the Mississippi River between Vidalia, La., and Natchez, Miss. (Source: Mid South Delta Initiative).

to strengthen communities in the Mississippi Delta and create positive social and economic change for vulnerable populations. Spanning the states of Mississippi, Arkansas, and Louisiana, the Initiative—a long-term economic, community, and leadership development effort—impacts 1.4 million residents located in 55 contiguous counties and parishes along the Mississippi River. The MSDI connects individuals with job opportunities, nurtures and develops local community leaders, creates and strengthens businesses, builds regional networks, and revitalizes neighborhoods.

The Initiative seeks to overcome race and gender obstacles in the region and build a new spirit of inclusiveness and diversity into the entire spectrum of leadership and development in the region.<sup>49</sup> The core principles of capacity building, civic participation, collaboration, shared leadership, and sustainability guide MSDI. The Initiative has completed its planning phase and is currently in its implementation phase, with a planned completion date of August 2006. Subsequently, the goal for the next phase is to focus on further developing the regional economic agenda. The Initiative’s efforts and accomplishments are linked to a range of regional partnerships such as Emerging Market Partnerships (EMP) managed by the Enterprise Corporation of the Delta (ECD), Good Faith Fund (GFF), Mid South Delta LISC, Foundation for the Mid South (FMS), Delta Regional Authority (DRA), and People’s Institute.

#### Funder Interest

The development of MSDI marked a programming shift for the W.K. Kellogg Foundation, according to Frank Taylor, program director in Food Systems and Rural Development and the lead program director for the Initiative. Prior to MSDI, W.K. Kellogg had not engaged in economic development grantmaking. A change in leadership, however, precipitated a new direction for W.K. Kellogg. “There was a growing sense that [the Foundation] wanted to have some impact in a specific geographic area,” Taylor explains. Numerous possibilities were explored, and the Delta

<sup>48</sup> The Mississippi Delta region of the United States includes portions of the states of Arkansas, Louisiana, and Mississippi along the Mississippi River.

<sup>49</sup> “Ripples of Change in the Delta 2003-2004,” available at [www.msdi.org/documents/ripplesofchange.pdf](http://www.msdi.org/documents/ripplesofchange.pdf).

was finally selected as the region where W.K. Kellogg would develop its new grantmaking approach.

The Delta had a number of assets that appealed to the Foundation. It had identified factors that would contribute to the success of its new effort and evaluated that its resources would be well invested. W.K. Kellogg also had previously granted support to a number of organizations in the Delta and so “[it] had a sense of the possibilities,” according to Taylor. Furthermore, the history of the civil rights movement continues to inspire and inform today’s local organizations as they grow, expand, and explore new ways to cooperate and create partnerships. This effort is rooted in the local and regional values of community, faith, and family and is a driving force behind these organizations’ activities. Operating in the Delta region of western Mississippi, eastern Arkansas, and northeastern Louisiana, W.K. Kellogg saw the opportunity to build on the region’s shared history and culture and create change by leveraging the expertise of strong regional organizations. Yet most importantly, according to Taylor, the Foundation’s decision to fund MSDI was based on “the sense of hope and positive vision” that both W.K. Kellogg staff and board members saw in “some humble and yet very inspiring human beings.”

### Regional/Neighborhood Equity Impacts

The Initiative’s planning phase focused on the development of community and regional leadership. At the community level, the Initiative brought together community teams to participate in a planning and capacity-building process that resulted in implementation grants for community economic development projects. These communities have shared their evaluation reports and other documentation on a quarterly basis. Through the Delta Citizens Alliance, a new venture, they will work to transfer the knowledge they have gained to other groups in the Delta, according to Bishop Alvin Walker, a member of the MSDI community team working in Monroe, La., and a participant in the Delta Citizens Alliance. Bishop Walker believes that MSDI has greatly contributed to a climate of change in the Delta, noting that MSDI has helped transform negative mindsets and work towards breaking the “poverty mentality.” W.K. Kellogg representatives indicate that MSDI has had fundamental impact in Delta communities. “The participating communities are not going to be the same anymore,” clarifies Taylor, pointing to the fact

that residents have gained access to a broader circle of stakeholders, resources, and ideas.



Public markets like this one, established by the Northeast Louisiana Delta CDC, help local producers and artisans earn income from travelers and tourists driving along busy Highway 65. (Source: Mid South Delta Initiative).

At the regional level, in order to launch the regional leadership coalition, W.K. Kellogg invited a diverse group of stakeholders from the region to participate on an advisory coalition for MSDI, known as the Delta Initiative Advisory Coalition (DIAC). This effort led MSDI’s communication, priority setting, activity, and outreach efforts. It dissolved in 2001 as the Regional Leadership Initiative developed. Community groups credit MSDI’s regional collaborative approach with bringing positive change to the Delta, indicating that the Initiative has helped to reduce isolation, change mindsets, break down barriers, and strengthen community. Gloria Dickerson, regional program coordinator for the Initiative who is based in the Delta, adds that by emphasizing a regional approach, MSDI has fundamentally changed the region’s approach to problem-solving. As she explains, “Once you start looking at the region, then you have to start thinking about systems change and policy change.”

### Results

Described as “a learning laboratory for place-based change,” MSDI has achieved a number of tangible results in economic development, building leadership, involving youth, and breaking down historical barriers.<sup>50</sup> The Initiative’s grantee partners have helped more than 1,400 families secure new homes, launched 148 new businesses, saved or created 2,975 jobs, built or expanded 16 child-care facilities, and involved 6,215 youth in MSDI programs.<sup>51</sup> Furthermore, 400 Delta residents

<sup>50</sup> “What We’ve Learned,” available at [www.msdi.org/learned/](http://www.msdi.org/learned/).

<sup>51</sup> [www.msdi.org](http://www.msdi.org).

increased their personal wealth by opening individual development accounts (IDAs) and 73 used the money to purchase their first homes, according to the latest evaluation of the Initiative.

The Regional Leadership Initiative previously mentioned was launched in 2003 and is known as the Mid South Delta Leaders Program. This program represents a tri-state collaboration of Delta State University in Mississippi, Arkansas State University, and Grambling State University in Louisiana. The program will offer three 18-month classes for 45 Delta residents of diverse backgrounds, 15 per state, in order to nurture and encourage a new cadre of leaders that are able to analyze systems, understand national and global trends, and formulate policies.



Katherine Crump from Mississippi and Joe Guy from Arkansas collaborate during a diversity prioritization exercise at a Mid South Delta Leaders retreat focusing on the role of diversity in leadership. (Source: Mid South Delta Initiative).

Working to empower youth and begin honing solid and relevant skills, youth representatives from over a dozen MSDI partner communities participated in a 2003 retreat where they learned new concepts, skills and methods of promoting economic and social development.<sup>52</sup> Participants identified needs in their communities and developed projects to respond to these needs. Planning grants were issued to each group at the retreat to develop proposals to fund their projects through a Mid South Delta Youth Initiative (MSDYI). In January 2004, MSDI officially launched its new MSDYI by funding its first youth-led, community building projects in Arkansas, Louisiana, and Mississippi. The Youth Initiative reaches out to individuals between the ages of 15 and 30 and engages them in the regional and local change process. This program encourages young people to develop leadership skills and allows for real life application of their newly acquired skills by placing them in key roles. In one local example of

youth involvement, 20 young people participated in a 2003 symposium to develop a Youth Empowerment Summit in Coahoma County, Miss.

Working in parallel, the Emerging Markets Partnership has been instrumental in achieving economic development results. The Partnership is a comprehensive economic development effort managed by Enterprise Corporation of the Delta, a leading community development financial institution, underwritten by the W.K. Kellogg Foundation and the Fannie Mae Foundation. It focuses on three areas: enterprise development, workforce development, and community infrastructure (such as child care, health care, and housing). Organizations involved in the Partnership include Good Faith Fund (which works to increase the incomes and assets of low-skilled and low-income individuals in Arkansas and Mississippi), as well as Mid South Delta LISC (which provides training, technical assistance, and financial resources to community development corporations (CDCs) in the Delta), and the Foundation for the Mid South (a nonprofit organization working to enhance the quality of life in the Delta).



Dorothy Gilbert established Big Momma's Fine Food, a restaurant in Monroe, La., with loans and business assistance from Enterprise Corporation of the Delta. (Source: Mid South Delta Initiative).

Recognizing that economic development is negatively impacted by inadequate infrastructure and access hurdles, one MSDI community has worked to solve transportation access problems. The community's efforts have contributed to the development of a successful transportation program in Washington County, Miss., that addresses access limitations for residents who previously had difficulty getting to jobs, schools, and health care facilities.

<sup>52</sup> "Ripples of Change in the Delta 2003-2004," available at [www.msdi.org/documents/ripplesofchange.pdf](http://www.msdi.org/documents/ripplesofchange.pdf).

Economic development initiatives sparked policy efforts such as the mobilization of 3,000 residents in Jefferson County, Ark., to demand a living wage higher than the minimum wage to help families meet living costs in Pine Bluff, Ark. The issue was placed on the November 2004 election ballot. Even though the proposal was narrowly defeated, organized activism has clearly been stirred and a base now exists upon which future policy efforts can be built.



Young people working in the West Holmes, Miss., Community Development Organization's Vegetable Garden. The Vegetable Garden Project places emphasis on youth development and employment opportunities and keeps young adults from leaving the county to look for employment by creating partnerships that will work as an incentive to keep them in West Holmes. Through the organization's Senior Voucher Program, elderly people receive fresh produce from the Garden. (Source: Mid South Delta Initiative).

Recognizing that collaboration across historical divides—such as race, religion, class, or geography—would be crucial to achieving lasting change in the Delta, the W.K. Kellogg Foundation has deliberately sought to create opportunities that would bring Delta residents of all backgrounds together to work toward change. With race an obvious and often difficult barrier, special seminars were offered by the

People's Institute to address the challenge of working across racial lines. Dickerson, based at W.K. Kellogg's office in the Delta, acknowledges that race continues to be a difficult issue to bridge, noting that some communities declined to participate in the seminars. But progress has been made, she says, adding that MSDI remains steadfast in its belief that unlocking the full potential of the Delta depends on breaking down such historical divides. The latest summary evaluation of MSDI, conducted by the Academy for Educational Development, points to some promising examples of such collaborations across race, ranging from black and white church congregations in Jonesboro, Ark., uniting to create more affordable housing, to a team of black and white community members coming together to focus on education and health care in Belzoni and Humphreys counties in Mississippi.

### Lessons Learned

Staff members of the W.K. Kellogg Foundation have come to appreciate that MSDI is still in a learning phase, and its place-based regional approach is still evolving. They recognize the importance of shaping the initiative based on input of those who would benefit. Before launching the initiative, W.K. Kellogg embarked on “listening visits” for 18 months to get feedback about what residents would like to see happen in their communities. Taylor validates that “the value of the listening exercise was so important and cannot be overestimated, [as W.K. Kellogg representatives] still hear how much the grantees respected” that effort.

W.K. Kellogg believes that another critical element was having an office based in the Delta and staffed by a program officer with deep roots in the area. By maintaining a local presence, the Foundation sent a clear message that it wanted to be a “true partner,” explains Taylor. In addition, having a local office provided W.K. Kellogg with “an invaluable vantage point from which to observe and experience firsthand some of the challenges faced in the Delta.”<sup>53</sup>

To ensure regional impact, W.K. Kellogg “spent a great deal of time networking the teams with each other across the region and building a web of relationships and learning. There are so many similarities across state lines in the Delta that it made sense to connect the dots,” clarifies Taylor. The latest

<sup>53</sup> “What We’ve Learned,” available at [www.msdi.org/learned/](http://www.msdi.org/learned/).

summary evaluation of MSDI found that networking occurred at different levels: between communities, between communities and intermediaries, as well between donors and grantees. Many cross-site meetings that have been held in the region have been attended not only by grantees but also by policymakers, community leaders, and other donors. In retrospect, W.K. Kellogg realizes that a key factor in MSDI's success has been ensuring that opportunities were created for all stakeholders to network, interact, and share ideas.

Furthermore, the Foundation also realizes that coaching "is an indispensable part of the MSDI model."<sup>54</sup> It invested resources in creating a cadre of 15 community change coaches, one for each of the 15 community teams working in 27 of the 55 counties and parishes in the region. The coaches work with individual grantees and guide them "through the challenges of strategic planning, coalition-building, program implementation, and evaluation."<sup>55</sup> The coaches themselves work with each other as a group and learn from each other. The coaching model has in effect created a resource network for the region that did not previously exist.



Oak wetlands in the Arkansas Delta, at the Louisiana Purchase State Park near Brinkley. (Source: Mid South Delta Initiative).

The Foundation recognizes that to move towards building a successful regional equity movement, it has to work with and through community and regional networks in order to connect pockets of activism, advocacy, resistance, and hope. Dickerson, W.K. Kellogg's key staff person in the Delta, summarizes that the Foundation's presence in a region pervaded by a sense of hopelessness has been instrumental in lifting people's spirits. As she explains, "People in the area need to know that there is someone out there that can offer some hope, and once you have a national organization saying that we

care about you, then that provides inspiration and a feeling that we can move forward."

<sup>54</sup> "What We've Learned," available at [www.msdi.org/learned/](http://www.msdi.org/learned/).

<sup>55</sup> "Ripples of Change in the Delta 2003-4," available at [www.msdi.org/documents/ripplesofchange.pdf](http://www.msdi.org/documents/ripplesofchange.pdf).

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### III. F. ADVANCING OPPORTUNITY THROUGH METROPOLITAN EQUITY: LEADERSHIP COUNCIL FOR METROPOLITAN OPEN COMMUNITIES

#### Funders Highlighted:

Fannie Mae Foundation  
The Field Foundation of Illinois  
LaSalle Bank  
The John D. and Catherine T. MacArthur Foundation  
Woods Fund of Chicago

*“We still need to hear that race matters even though the audience is less aroused by race talk.”*

— Spruiell White, The John D. and Catherine T. MacArthur Foundation

Over the past 38 years, the Leadership Council for Metropolitan Open Communities in Chicago has built a national reputation among foundations as an organization uniquely focused on race segregation and discrimination in housing. This profile highlights strategic grants invested in an organization that aims to generate more in-depth sharing of knowledge and data to create opportunities for low-income families through better housing choices, better equip advocates, and support legal as well as voluntary action to stop housing discrimination.

#### Project Profile

Since the early part of the 20<sup>th</sup> century, race segregation and housing discrimination have distorted metropolitan areas of the United States. In the 1920s, redlining implemented by the real estate industry and enforced through restrictive covenants as well as other tactics tainted the growth and development of Chicago, as well as other metropolitan regions. In the early 1960s, Chicago leaders joined with Dr. Martin Luther King, Jr., to implement the Chicago Freedom Movement, an effort to use nonviolent social protest to transform housing in Chicago. Throughout 1965 and 1966, Movement leaders led protests to assert that fair and affordable housing was the right of any individual and that in fact, white and black residents shared

similar aspirations for decent housing and access to educational opportunities.

In the summer of 1966, leaders secured an agreement from elected officials, real estate officials, and others to end discrimination in housing. The Leadership Council for

Metropolitan Open Communities (Leadership Council) was formed to oversee the implementation of that agreement. According to Brian White, the Leadership Council’s director of

development, implicit in the work of the agency was the need to reduce disparities in all manner of economic and social opportunity for minorities in the Chicago region through work on housing discrimination and segregation. Since its inception, the Leadership Council has led the commitment to a comprehensive approach to equalize housing opportunities for underserved communities. “The Leadership Council for Metropolitan Open Communities works through planning, advocacy, and voluntary action where possible, and legal action where necessary to end racial and ethnic discrimination in the six-county area of the metropolitan Chicago housing market.”<sup>56</sup> Backed by banks, businesses, and foundations, the Leadership Council works to empower disenfranchised minority homeseekers and equip them with tools to reach higher standards of living for their families.

The Council offers “comprehensive, innovative, and integrated programs focusing on education, advocacy, and legal action. The programs are designed to expand housing opportunities for clients, and to encourage support for and the existence of communities that are racially, economically, and culturally diverse throughout the Chicago region and the country.”<sup>57</sup> In order to affect the housing market and support disenfranchised homeseekers, the Leadership Council uses a “carrot and stick” approach that coordinates direct assistance and education with legal action and policy. “They found that no one

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Since the early part of the 20<sup>th</sup> century, race segregation and housing discrimination have distorted metropolitan areas of the United States.

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<sup>56</sup> www.lcmoc.org.

<sup>57</sup> The Leadership Council for Metropolitan Open Communities. “FY 2004 Draft Report.”

method alone was strong enough to make change in a deeply segregated region,” states Pam Daniels-Halisi, vice president with LaSalle Bank.

A 2001 study entitled, *Envisioning Racially Just, Opportunity-Based Housing for the Chicago Region*, found that, “Whites and people of color are not only moving in different geographical directions, they are experiencing different levels of access to and benefits from important opportunities such as public education, employment, and wealth accumulation.”<sup>58</sup> Furthermore, the Leadership Council’s recently completed “Community of Opportunity” Index<sup>59</sup> highlights these disparities through its multidimensional measure of opportunity structures (quality municipal services, education, commerce, housing, employment) that determine the extent to which any given community provides prime amenities to people across the socioeconomic spectrum.<sup>60</sup> Both the 2001 study and the Index support the Leadership Council’s mobility programs to undo the myths created by decades of racism and housing discrimination. All Leadership programs “operate on the principle that every person should

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“They found that no one method alone was strong enough to make change in a deeply segregated region.”

— Pam Daniels-Halisi

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have the opportunity to buy or rent a home in a community that provides a full range of economic, social, cultural, and environmental opportunities, without restriction due to

discrimination.”<sup>61</sup> For example, The Leadership Council’s Gautreaux II Assisted Housing Relocation Program is the latest version of a 25-year old program that assists families relocating out of segregated public housing into areas of opportunity.

### Funder Interest

As an organization focused on race equity issues, the Leadership Council had difficulty attracting funders for support. Yet the MacArthur Foundation, Field Foundation, and LaSalle Bank provided general operating funds because they understood the difficult yet important role Leadership Council was playing. Aurie Pennick, executive director of the Field Foundation cites that, “No other regional organization was working on race equity and fair

housing in Chicago and, although the issue has improved over years, it was not going away.”

The MacArthur Foundation started to provide general operating funds in the early 1990s. As MacArthur was developing its strategy in providing access to housing, the Leadership Council was making affordable housing a centerpiece in its efforts. In 1999, MacArthur supported the transformation of public housing by funding Gautreaux I and II, as well as community relations and public policy programs, recalls Spruiell White, senior program officer with the MacArthur Foundation.<sup>62</sup>

LaSalle Bank’s Daniels-Halisi explains that the Bank invested in low- and medium-income neighborhoods because whole areas of town were segregated and totally disinvested, with some blighted plots spanning four to five miles. The Bank continues to grant general operating funds because landlords and tenants operate in silos, unaware of issues that trouble the real estate market.

According to Dawn Stockmo, senior director for the Midwest Region, the Fannie Mae Foundation was interested in the “Community of Opportunity” Index as a way to put metrics around the quality of life for communities. The Index made it easier to talk to constituencies about the value of the Leadership Council’s mobility program, freedom of choice, and the impact it would have on a family.

For Ricardo Millett, president of the Woods Fund of Chicago, the Index is an innovative use of information for public housing and policy advocates because it is a quantitative measurement of the cost to low-income people seeking affordable housing and education opportunities. Millett believes that the Leadership Council must keep race segregation and discrimination in the center of its housing activities and continue to make race equity a part of the national dialogue. “They are the only organization dealing with issues of race in a comprehensive manner,” adds Pennick from the Field Foundation.

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<sup>58</sup> John A. Powell, “Envisioning Racially Just, Opportunity-Based Housing for the Chicago Region,” (Executive Summary), available at [www1.umn.edu/irp/publications/leadershippaper.pdf](http://www1.umn.edu/irp/publications/leadershippaper.pdf) (June 13, 2001).

<sup>59</sup> The Leadership Council’s Community of Opportunity Index, released in May 2005, is accessible at [www.lcmoc.org](http://www.lcmoc.org).

<sup>60</sup> The Leadership Council for Metropolitan Open Communities. “FY 2004 Draft Report.”

<sup>61</sup> Ibid.

<sup>62</sup> Gautreaux I & II are programs that work only with families coming out of public housing into communities of opportunity.

## Regional/Neighborhood Equity Impacts

Over the 38-year development of Leadership Council, the funding community has seen a number of impacts affecting the region. The Woods Fund of Chicago indicates that the analytic metric tool, “Community of Opportunity” Index, can better

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For Ricardo Millett, president of the Woods Fund of Chicago, the “Community of Opportunity” Index is an innovative use of information for public housing and policy advocates because it is a quantitative measurement of the cost to low-income people seeking affordable housing and education opportunities.

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equip the field of activists working in the city and suburbs. With the knowledge provided by the Index, the Leadership Council can become a more aggressive advocate and build on its community. This could enable the community to feel confident enough to address its own welfare issues.

According to

Millett, the Leadership Council believes that the community, not policy professionals, knows what’s best for its area.

The Leadership Council is a consistent advocate and key figure that partners with regional planning groups, councils of governments, and others to encourage affirmative support for policies that will expand fair and affordable housing in the region. These groups have in turn adopted diversity and inclusion in specific frameworks for regional and community planning. The MacArthur Foundation’s White hopes that “the entire region becomes less segregated, that policies decrease segregation and increase affordable housing. Already the Leadership Council has been successful in helping minority families relocate to low-poverty areas through its direct service programs. Its continued advocacy supports those efforts.”

At the state level, the Leadership Council initiated a collaborative effort with the organization, Business and Professional People for the Public Interest (BPI), in order to convene regional groups to develop a coordinated state housing policy agenda. Known as the Illinois Housing Roundtable, the effort has made a real impact on state housing policy through public education, outreach, and organizing. It provided an excellent opportunity for groups to discuss effective

programs and future initiatives around statewide housing policy. As a result, various organizations strengthened relationships, built stronger coalitions, and began prioritizing opportunities that led to some very successful outcomes.

By 2003, positive changes were seen in the area of housing policy in Illinois. The Builders Planning and Appeal Act requires 49 communities in the Chicago region to create individual plans for increasing their supply of affordable housing by 2009. Other laws include a tax incentive to expand support for housing choice vouchers in high-growth areas and a law against predatory lending.

Nationally, the Leadership Council is working with groups like Fund for an Open Society to enhance support for race equity, including co-convening national conferences in 2002 and 2004 with agendas focusing on strategies to build and maintain community diversity. In addition, Pennick of the Field Foundation cites an increased visibility of housing discrimination cases as a result of the Leadership Council’s work.

## Results

Today, the Leadership Council has made significant progress in overcoming segregation and discrimination. For example, in 2004, the Leadership Council’s three centers: handled 2,944 inquiries covering a range of fair housing needs; helped more than 92 families locate apartments through its Gautreaux II program in areas that are low in poverty and high in economic opportunities in the city and suburbs; filed 52 legal actions, including 29 familial status complaints stemming from work with Gautreaux II families and 15 complaints against the Village of Franklin Park over discriminatory code enforcement practices; trained 120 low- and moderate-income residents in 16 Chicago area communities and Rockford, Ill., to advocate for fair housing and improved human relations at the local level through its Fair Housing Advocate Training Program; and provided technical assistance to over 30 municipalities in the Chicago region through its Community Relations Program.<sup>63</sup>

Overall, the Leadership Council demonstrates a track record that makes it a credible resource with a

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<sup>63</sup> The Leadership Council for Metropolitan Open Communities. “FY 2004 Draft Report.”

consistent body of work. The Council’s education, legal action, and policy approaches show a sophisticated strategy, as its constituents respond differently. Notes the Field Foundation’s Pennick, “Some will only listen to lawsuits.” In the end, the Leadership Council’s programs are a positive force towards race equity in fair housing and improved opportunity to jobs, education, and health care.

**Lessons Learned**

Race equity is a subtly complex issue, particularly as the nature of segregation and discrimination evolves.

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“It helps to be smarter by doing work a different way.”  
 — Dawn Stockmo

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In 1999, the Leadership Council formed the Immigrants’ Fair Housing Roundtable, a coalition of organizations

focused on Latino and other ethnic minority group fair housing needs. In 2001, the Leadership Council developed a community-based training program that has successfully trained more than 200 residents as fair housing advocates, with emphasis on Latino immigrants in the Chicago suburbs that were

otherwise disconnected from specific advocacy resources. These efforts address the self-segregation and isolation of growing Latino communities in the Chicago region. With the growing Latino community presence, it is easy to lose sight of the continued disparities faced by other minority groups. The challenge facing the Leadership Council is to refine its methods to meet the challenges of today’s race equity struggle within the context of changing funding priorities.

There has been a “shift nationwide,” according to White from the MacArthur Foundation. He explains, “We lost the war on poverty but we still need to hear that race matters even though the audience is less aroused by race talk.” He believes foundations should be prepared to support the Leadership Council in its ongoing endeavors by making larger investments over a long period of time, not just annually. Yet with fewer grants available and a general trend to retreat from fair housing enforcement, the Leadership Council will need to keep the civil rights struggle interesting by setting a new strategy. Fannie Mae Foundation’s Stockmo simplifies the concern by adding, “It helps to be smarter by doing work a different way.”

**Contact People**

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## PART IV: *Conclusion*

As Peter Bahouth, a founder of the Funders' Network and former executive director of the Turner Foundation, likes to say, "There is no hope, but we may be wrong." The innovative strategies illustrated by the stories in this report reveal that, in fact, we are wrong—there is hope. The complex yet vitally important issues addressed by the organizations and foundations highlighted in this report are inspiring, thought-provoking, and exciting. Hope lives.

The projects in this publication were chosen to demonstrate how the combination of advocacy, community organizing, and land use development work can help to achieve community and regional transformation. More and more, the Funders' Network is seeing traditional advocates for low-income communities and communities of color become engaged in land use issues by taking development training courses or learning the language of zoning ordinances. Advocates who acknowledge development realities and can balance legal, organizing, and legislative tactics are crafting more sound policies and having greater impacts on those they serve.

Having over 70 projects to choose from for inclusion in this report shows the increasing importance and momentum of the movement for regional and neighborhood equity. The stories include many examples of the philanthropic community capitalizing on its ability to be innovative, flexible, and use a longer-term perspective. Foundations are recognizing that one-year grants with multiple conditions often do not get the job done. The stories in this report demonstrate what can happen when philanthropy thinks and acts differently in partnership with leading advocates, developers, academic institutions, and public sector leaders.

These projects demonstrate an evolving framework regarding equitable development strategies. Next, it is important for the framework to become widespread common knowledge, so that the promises of regional and neighborhood equity can be realized on a larger scale.

Foundations are recognizing the value of using an equitable development framework in their

grantmaking to help them think of new ways that their individual grants can have a broader impact. By ensuring that grants help to integrate people- and place-focused strategies, reduce local and regional disparities, promote double bottom line investments, and ensure meaningful community participation, foundations may see greater social and economic returns on their investments.

While the stories in this report include descriptions of what foundations have done, the Funders' Network hopes it will also serve as a guide for what still needs to be done, many more times in many more places. As each of these stories illustrates, it is possible for a foundation to contribute to smarter growth strategies that work towards creating more equitable regions. Three clear themes are revealed in this report that are integral to efforts to advance a framework for regional and neighborhood equity.

### **1) The Region Matters**

Even funders focused on neighborhood quality of life understand that regional demographics—including transportation investments, population growth and decline, etc.—are important to consider in order for grantmaking in neighborhoods to be effective. The foundations profiled in this report find that a regional lens is an important one to employ in their grantmaking, even if they are only funding locally. Having knowledge of the region helps to ensure more targeted and potentially effective work on the neighborhood or local level.

### **2) Public Policy is a Lever for Change**

Many grantmakers are finding that they can further leverage their grant dollars by supporting policy work (such as CBAs, inclusionary zoning policies, community organizing, etc.). Grants to build affordable housing are enhanced by policy work that encourages a more receptive federal, state, or local policy framework (or financial investment) for housing. Foundations have the legal right to support various types of policy work. For more information, visit the Alliance for Justice's Foundation Advocacy Project ([www.allianceforjustice.org](http://www.allianceforjustice.org)) or the Center for Lobbying in the Public Interest ([www.clpi.org](http://www.clpi.org)).

### 3) Issues Need to be Connected

The foundations and organizations profiled in this report recognize the connections among issues they care about and the effects of land use decisionmaking. Land use policies and practices have implications on work to alleviate poverty, ensure access to jobs and education, and encourage healthy, active lifestyles. For example, the movement of jobs to the suburbs requires that organizations pay attention to transportation access, so that potential employees can reach appropriate opportunities. By recognizing links and connections between issues, the foundations profiled here find that the means to accomplish the outcomes they desire may change once they realize the underlying factors that affect the surface problem or challenge.

Having a strong impact requires a commitment of patience and time. Beyond the three broad themes highlighted previously, the stories in this report also reveal a series of common general factors that contribute to the success of these projects from the funder's perspective. The following recommendations build on these success factors and are designed to encourage and inspire grantmakers in their work.

***Pay attention to race and class:*** Race and class issues need to be addressed at the forefront. The regional and neighborhood equity framework is more readily welcomed among low-income communities and communities of color because it addresses race and class issues up front. The fundamental differences between the movements for smarter growth and regional equity have been their respective histories as well as the faces of those at the forefront. Advocates for a regional equity framework, such as Carl Anthony, Angela Blackwell, Manuel Pastor, and John Powell, are people of color who have fought for civil rights and social justice issues, especially as they relate to land use decisions. In the 1990s, many of the conversations about regionalism were driven from a smart growth perspective, but rarely did these discussions lead with race and equity. Today, due to the efforts of leading socially-conscious advocates for smarter growth, one sees increasing participation of people of color in the movement for smart growth. As a result, development and growth patterns are slowly, but surely, being viewed through a racial lens. Addressing issues of race and class is not easy, but the hard work pays off when strong cross-cultural, cross-issue, and cross-class coalitions are created.

***Use all the tools available:*** A diverse array of tools are available for foundations to employ in their

work. Beyond that of grantmaker, foundations can play roles including convener, educator, advocate, and initiator. The stories in this report highlight examples of foundations that are using all of the tools available to them and all of the assets at their disposal. For instance, in the story of the CenterEdge Project, although one of the foundations was not able to fund the regional disparities research, it was able to fund the community dialogues that were necessary to achieve a broad-based coalition. Foundations can think beyond a grant request and about how they can further the work. A foundation may not be able to enter a project in the initial phases, but may get involved more strategically at a later time to help carry the torch.

***Commit to long-term investment:*** The most common lesson offered in these stories is that long-term investment is needed in order to change long-standing development principles. Yet even small amounts of money can make a big difference, as seen through these stories, if allocated strategically along with fact-finding, convening, and leadership. Committing to the long-term also increases the opportunity for organizations and foundations to evaluate outcomes. As these stories show, there is a difference between building houses and incorporating residents into the larger community. Although equally important, one requires a longer-term investment, yet may ultimately lead to the outcomes desired by both the project and the grantmaker.

***Partner with grantees and take risks:*** In each of the stories, one or more individuals—a program officer, CEO, or trustee—was willing to lead a foundation to take a risk and think outside of the box. In some cases, inspiring board members and trustees by using convenings and site visits, helped push an agenda forward. In addition, these stories rarely involve reactive grantmaking. Most of these examples involve funders partnering with grantees to develop and implement strategies, going beyond the typical arms-length relationships that characterize funder/grantee interaction.

***Tell stories:*** Sharing information about what is working represents a powerful source of ideas for the philanthropic community. The Funders' Network is becoming a repository of information about foundation activity in this area. Visit [www.fundersnetwork.org](http://www.fundersnetwork.org) for more information.

As demonstrated in these pages, it is possible to work at the neighborhood level and connect to the region, in order to unite diverse interests and improve the quality of life for all residents. The Funders' Network is pleased to share the stories included in this publication—*Signs of Promise: Stories of Philanthropic Leadership in Advancing Regional and Neighborhood Equity*—and hopes that they are inspiring. Conducting this research has demonstrated that there is a need to develop a more comprehensive picture of the ongoing work in various regions that feature equitable development projects and strategies to address regional equity concerns. The Funders' Network recommends that efforts to track and gather these stories and others continue in the coming year, perhaps enabling the publication of a second volume in coming years. The Network welcomes and encourages your participation in this effort.

## PART V: Glossary of Terms

*The terms defined here include specific language from the report, as well as some common terms used in the movements for smarter growth and more equitable regions.*

**501(c)(3).** The tax status of a nonprofit organization obtained from the Internal Revenue Service (IRS). This status allows gifts to the organization to be tax-exempt and exempts the organization from all taxes.

**Affordable housing.** Safe and sanitary shelter whose monthly rent or mortgage payment, including taxes, insurance, and utilities, does not exceed 30 percent of a household's gross annual income.

**Big box retail.** Characterized by stores that typically occupy more than 50,000 square feet; derive their profits from high sales volumes rather than price mark-up; are large, windowless, rectangular, single-story buildings; have standardized façades; rely on auto-borne shoppers; and include acres of parking.

**Brownfield.** An industrial or commercial parcel that is abandoned or underused and often environmentally contaminated, especially one considered as a potential site for redevelopment.

**Business Improvement District (BID).** A business improvement district (BID)—also known as a special improvement district or a business improvement area—is a public/private sector partnership in which property and business owners of a defined area elect to make a collective contribution to the maintenance, development, and marketing/promotion of their commercial district.

**Charrette.** An intensive process involving a series of collaborative design and public input cycles for multiple, consecutive days. A central element of the charrette is the “design team,” a multidisciplinary group of professionals that provide the necessary expertise to create a feasible plan that considers all relevant input.

**Density.** The average number of people, housing units, or structures per unit of land.

**Electronic Benefit Transfer (EBT).** An electronic system that allows recipients to authorize transfer of their government benefits from a federal account to a retailer account to pay for products received. It is

currently being used in many states to issue food stamp and other benefits (through the use of EBT cards). Nearly 100 percent of food stamp benefits are currently being issued by EBT.

**Equitable development.** As defined by PolicyLink, equitable development connects the quest for full racial inclusion and participation to local, metropolitan, and regional planning and development. It is grounded in four guiding principles: integration of people and place strategies; reduction of local and regional disparities; promotion of “double bottom line” investments; and inclusion of meaningful community voice, participation, and leadership.

**Exurban.** A region or settlement that lies outside a city and usually beyond its suburbs that often is inhabited chiefly by well-to-do families and/or farmers.

**Fair share housing.** Fair share housing is a policy that encourages proportionate and equitable distribution of a range of housing choices and types, including low-income housing.

**Gentrification.** The impact of steadily rising housing prices as a result of neighborhood improvements, which can result in displacement of lower-income households.

**Geographic Information System (GIS).** A system for capturing and manipulating data relating to the Earth. A common use of GIS is to overlay several types of maps (for example, train routes, elevation data, street maps) to determine useful data about a given geographic area.

**Green building.** Used to describe practices related to the construction and development of buildings that are environmentally responsible, profitable, and healthy places to live and work.

**Greenbelt.** A ring of connected parks, farmland, and/or uncultivated land surrounding a community.

**Greenfield.** Undeveloped property, sometimes in agricultural use, that can be used for suburban development on the edges of or outside of existing urban areas.

**Greenspace.** A term used to describe public parks and open spaces.

**Greyfield.** An obsolete or abandoned retail or commercial site, usually a shopping mall.

**Hope VI.** Also known as the Urban Revitalization Demonstration, a grant program created in 1992 by Congress and the Department of Housing and Urban Development (HUD) to revitalize the nation's most severely distressed public housing. Provides a flexible source of support (either revitalization grants or demolition grants) for investment in public housing developments and their residents.

**Inclusionary zoning.** A land use concept in which local ordinances require builders to include a certain amount of housing for low- and moderate-income households. In contrast, exclusionary zoning is a technique that effectively drives up the cost of housing, excluding lower-income households from the community.

**Indicators.** A series of measured community attributes—such as school dropout rates, air quality, acres of urbanized land, and health insurance coverage—that are used to identify and monitor progress on various aspects of the health of a community.

**Individual Development Account (IDA).** A tool designed to enable low-income and low-wealth American families to save, build assets, and enter the financial mainstream. IDAs encourage savings efforts among the poor by offering them 1:1, 2:1, or more generous matches for their own deposits. These matched savings accounts are similar to 401(k) plans and other matched savings accounts but can serve a broad range of purposes. IDA programs are implemented by community-based organizations in partnership with a financial institution that holds the deposits and funded by public and private sources.

**Infill.** The use of vacant land and property within a built-up area for new construction or redevelopment.

**Inner-ring suburb.** Those communities in between the inner city and outer-ring suburbs. An emerging literature defines inner-ring suburbs in terms of their specific time of development, such as post World War II communities constructed between 1945 and 1965 and middle-aged neighborhoods that were built from 1945 to 1970. Key to these definitions is the idea of inner-ring suburbs as post-WWII-developed areas where the automobile was the primary means of transportation.

**Livability.** Quality of an area as perceived by residents, employers, and visitors, including safety and health, environmental conditions, quality of social interactions, opportunities for recreation and entertainment, aesthetics, and existence of cultural and environmental resources.

**Location efficient mortgage (LEM).** A mortgage that helps people become homeowners in location efficient communities (convenient neighborhoods in which residents can walk from their homes to stores, schools, recreation, and public transportation). Because people who live in location efficient communities have less need to drive, which allows them to save money and improve the environment for everyone, LEMs combine a low down payment, competitive interest rates, and flexible criteria for financial qualification.

**Metropolitan equity.** Similar to regional equity, metropolitan equity uses a greater than local lens for guiding strategy and policy.

**Median income.** Median income divides the income distribution into two equal groups, one having incomes above the median and the other having incomes below the median.

**Mixed-use.** Multiple land uses, such as residential, retail, and office, combined in a structure, on a single parcel of land, or built adjacent to one another on multiple parcels.

**New Urbanism.** International movement to restore existing urban centers and towns, reconfigure sprawling suburbs into communities of real neighborhoods and diverse districts, conserve natural environments, preserve historic structures, and create compact new towns and villages.

**Open space.** Undeveloped land or land that is used for recreation, including farmland and natural habitats (e.g., forests, fields, wetlands).

**Receivership.** A form of bankruptcy in which a company can avoid liquidation by reorganizing with the help of a court-appointed trustee. In a local government context, a form of bankruptcy where the state assumes responsibility for a city's financial management.

**Redlining.** The illegal practice of a lending institution denying loans or restricting their number for certain areas of a community.

**Regional and neighborhood equity.** A learning and action framework designed to: reduce social and economic disparities among individuals, social groups, neighborhoods, and local jurisdictions within a metropolitan area; connect neighborhoods to regional and state public policy decisionmaking; and harness private markets opportunities for community benefits.

**Remediation.** In environmental protection work, the act or process of correcting a fault or deficiency.

**Retail leakage.** The amount of money residents and workers spend outside a neighborhood because of a lack of stores inside it.

**Section 8.** A federal rent subsidy program that provides monthly assistance to low-income individuals residing in privately owned units. Rents must be within Department of Housing and Urban Development (HUD) limits and the units must meet HUD Housing Quality Standards. Section 8 can be used in cooperatives to help lower-income households pay their monthly carrying charges.

**Smart growth.** A series of policies and practices to ensure that decisions about growth result in well-planned development that protects open space and farmland, revitalizes communities, keeps housing affordable, and provides transportation choices.

**Sprawl.** The unplanned spread of urban development into areas beyond the edges of a city. Sprawl defines patterns of urban growth that include large acreage of low-density residential development, rigid separation between residential and commercial uses, development in rural areas away from urban centers, strip commercial development along highways, and minimal support for non-motorized or alternative transportation.

**Sustainable development.** Development with the goal of preserving environmental quality, natural resources, and livability for present and future generations. Sustainable initiatives work to ensure efficient use of resources.

**Transit-Oriented Development (TOD).** Refers to residential and commercial areas designed to maximize access by transit and non-motorized transportation and with other features to encourage transit ridership. A TOD neighborhood has a center with a rail or bus station, surrounded by relatively high-density development, with progressively lower-density development spreading outwards.

**Uniform Relocation Act.** The Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 (Uniform Act) provides important protections and assistance for people affected by the acquisition, rehabilitation, or demolition of real property for federal or federally-funded projects. This law was enacted by Congress to ensure that people whose real property is acquired, or who move as a direct result of projects receiving federal funds, are treated fairly and equitably and receive assistance in moving from the property they occupy.

**Urban village.** A place where people live, work, and play in harmony with each other and the environment. Often a neighborhood within a larger city.

**Value latching.** The concept of value latching is that as downtown values rise—both rents and sales prices—a system of dedicated cash flow sources for affordable housing and affordable commercial rents could be negotiated. This process would systematically latch onto rising property values and rents in order to provide a permanent source of funding for affordable housing/commercial rents.

**Weak market cities.** A term characterizing urban centers that saw declines in home values from 1990 to 2000 and are considered places where tax bases and public services have eroded. There are more than 100 “weak market cities” nationally, including 55 percent of those with populations of 100,000 or more.

## PART VI: *Resources*

*This section offers links to additional resources and materials for more information about efforts to advance a regional and neighborhood equity framework. Please note that contact information for the foundations profiled in this report appears in the introduction to “Part III: Stories of Philanthropic Leadership in Advancing Regional and Neighborhood Equity—A Framework for Action,” which begins on page 9.*

### **Part I: Introduction**

Funders’ Network for Smart Growth and Livable Communities: [www.fundersnetwork.org](http://www.fundersnetwork.org)

PolicyLink: [www.policylink.org](http://www.policylink.org)

### **Part II: Perspectives on Advancing Regional and Neighborhood Equity**

Orfield, Myron. 1997. *Metropolitics: A Regional Agenda for Community and Stability (Revised Edition)*. Washington: Brookings Institution Press.

Rusk, David. 1999. *Inside Game/Outside Game: Winning Strategies for Saving Urban America*. Washington: Brookings Institution Press.

### **Part III: Stories of Philanthropic Leadership in Advancing Regional and Neighborhood Equity—A Framework for Action**

#### **I. A. Building Power and Giving Voice to Community Concerns: Community Benefits Agreements**

Denver Area Labor Federation: [www.denverlabor.org](http://www.denverlabor.org)

Jobs with Justice: [www.jwj.org](http://www.jwj.org)

Los Angeles Alliance for a New Economy (LAANE): [www.laane.org](http://www.laane.org)

Milwaukee Innerscity Congregations Allied for Hope (MICAHA): [www.micahempowers.org](http://www.micahempowers.org)

Seattle Alliance for Good Jobs and Housing for Everyone (SAGE): [www.wacitizenaction.org/economic/lwsage.htm](http://www.wacitizenaction.org/economic/lwsage.htm)

Strategic Alliance for a Just Economy (SAJE): [www.saje.net](http://www.saje.net)

Working Families Project, Institute for Wisconsin’s Future: [www.wisconsinfuture.org/workingfamilies/index.htm](http://www.wisconsinfuture.org/workingfamilies/index.htm)

Working Partnerships USA: [www.wpusa.org](http://www.wpusa.org)

#### **I. B. Promoting Coalitions to Advance Equity: Gamaliel Foundation’s Cross-Coalition Building**

Metropolitan Alliance of Congregations (MAC): [www.arc.org/gripp/aboutGripp/mac.html](http://www.arc.org/gripp/aboutGripp/mac.html)

Metropolitan Organizing Strategy for Enabling Strength (MOSES): [www.mosesmi.org](http://www.mosesmi.org)

#### **I. C. Filling the Void: The National Vacant Properties Campaign**

Smart Growth America: [www.smartgrowthamerica.org](http://www.smartgrowthamerica.org)

U.S. Environmental Protection Agency: [www.epa.gov/smartgrowth](http://www.epa.gov/smartgrowth)

#### **I. E. Building Coalition through Knowledge: CenterEdge Project**

CenterEdge Project: [www.oua-adh.org/centerEdge\\_project.htm](http://www.oua-adh.org/centerEdge_project.htm)

#### **I. F. Confronting Racial Inequality and Land Reform: Detroit Branch NAACP & Michigan Land Use Institute Partnership**

Detroit Branch NAACP: [www.detroitbranchnaacp.org](http://www.detroitbranchnaacp.org)

Michigan Land Use Institute: [www.mlui.org](http://www.mlui.org)

Michigan Land Use Leadership Council Final Report: [www.michiganlanduse.org/MLULC\\_FINAL\\_REPORT\\_0803.pdf](http://www.michiganlanduse.org/MLULC_FINAL_REPORT_0803.pdf)

#### **I. H. A Travez de la Frontera: Land Use Visioning**

Conservation Biology Institute: [www.consbio.org](http://www.consbio.org)

ProNatura: [www.pronatura.org.mx](http://www.pronatura.org.mx)

Tijuana River National Estuarine Research Reserve: [www.tijuanaestuary.org](http://www.tijuanaestuary.org)

Tijuana River Reserve, California:  
<http://nerrs.noaa.gov/TijuanaRiver/welcome.html>

Conservation Biology Institute. 2004. "Las Californias Binational Conservation Initiative: A Vision for Habitat Conservation in the Border Region of California and Baja California" ([www.consbio.org/cbi/pdf/lcbl/lcbl\\_part1.pdf](http://www.consbio.org/cbi/pdf/lcbl/lcbl_part1.pdf) [September]).

International Community Foundation. 2003. "ICF/California Coastal Conservancy Project to Address Binational Environmental Solutions." Connections ([www.icfdn.org/enewsletter/4thqtr2003.pdf](http://www.icfdn.org/enewsletter/4thqtr2003.pdf)).

International Community Foundation. "Las Californias Binational Conservation Initiative." Overview.

International Community Foundation. "Blurred Borders: Transboundary Impacts and Solutions in the San Diego-Tijuana Region." Executive Summary ([www.icfdn.org/aboutus/publications/blurrborders/01execsummary.htm](http://www.icfdn.org/aboutus/publications/blurrborders/01execsummary.htm)).

KPBS. 2005. Various radio and television stories on Los Laureles ([www.kpbs.org](http://www.kpbs.org) and "Preserving San Diego's Wildlife"; [www.kpbs.org/fullfocus/index\\_120204.php](http://www.kpbs.org/fullfocus/index_120204.php) [January]).

Louv, Richard. 2005. "Our Region's Lost World is Found." *The San Diego Union Tribune*. March 1.

Siciliano, Stephen. 2004. "San Diego, Tijuana Said to Face Challenges Related to Growing Border-Area Economy." *Daily Environment Report*. March 30, p. A3.

### **I. I. Mobilizing Action for Regional Equity**

Alternatives for Community & Environment (ACE): [www.ace-ej.org](http://www.ace-ej.org)

City Life/Vida Urbana: [www.clvu.org](http://www.clvu.org)

Tri-City Community Action Program: [www.tri-cap.org](http://www.tri-cap.org)

Waltham Alliance to Create Housing: [www.watchcdc.org](http://www.watchcdc.org)

### **I. J. Fusing Issues, Making Change: Regional Advocacy in the San Francisco Bay Area**

Regional Asthma Management & Prevention (RAMP): [www.rampasthma.org](http://www.rampasthma.org)

Transportation and Land Use Coalition (TALC): [www.transcoalition.org](http://www.transcoalition.org)

Urban Habitat: [www.urbanhabitat.org](http://www.urbanhabitat.org)

### **II. A. Reaching Beyond Housing to Implement a Broader Community Vision: Allegheny West Foundation**

Tasty Baking Company: [www.tastykake.com](http://www.tastykake.com)

Philadelphia Neighborhood Collaborative. 2004. "Case Study: TBC and AWF." September 7.

The Pew Charitable Trusts. 2001. "PNDC Announces 2001-2004 Grantees." Press Release. August 3.

### **II. C. Yielding Regional Benefits through Neighborhood Action: Bethel New Life**

Bethel New Life: [www.bethelnewlife.org](http://www.bethelnewlife.org)

LISC/Chicago: [www.lisc-chicago.org](http://www.lisc-chicago.org)

Delta Institute. "Bethel New Life Plans Transit-Oriented, Green Development." ([www.chicagoredi.org/bethel.php](http://www.chicagoredi.org/bethel.php)).

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### **III. A. Making Housing an Opportunity for Local and Regional Equity: The Bay Area Inclusionary Housing Initiative**

California Affordable Housing Law Project: [www.housingadvocates.org](http://www.housingadvocates.org)

The Campaign for Affordable Housing: [www.tcah.org](http://www.tcah.org)

The Greenbelt Alliance: [www.greenbelt.org](http://www.greenbelt.org)

League of California Cities' Institute for Local Self Governance: [www.cacities.org/index.jsp?zone=ilsg](http://www.cacities.org/index.jsp?zone=ilsg)

National Housing Conference: [www.nhc.org](http://www.nhc.org)

Nine-County Housing Advocacy Network: [www.nonprofithousing.org/actioncenter/campaigns/ninecountynetwork/index.atomic](http://www.nonprofithousing.org/actioncenter/campaigns/ninecountynetwork/index.atomic)

Non-Profit Housing Association of Northern California: [www.nonprofithousing.org](http://www.nonprofithousing.org)

Pratt Institute Center for Community and Environmental Development: [www.pratt.edu](http://www.pratt.edu)

Western Center on Law and Poverty: [www.wclp.org](http://www.wclp.org)

D.C. Campaign for Inclusionary Zoning: From January 1999 to March 2003, the sale prices of homes in the District of Columbia rose four times faster than incomes. The price of D.C. rentals grew three times faster than incomes. As a result, more than 35 percent of renters and 24 percent of homeowners are paying more than they can afford for housing, meaning other family needs are being ignored. For mandatory inclusionary zoning to be adopted in D.C., zoning and land use laws must be changed. The Campaign for Inclusionary Zoning proposes a detailed policy that is now before the local zoning commission. As of mid-November 2004, 48 organizations in the District of Columbia had lent support and voice in support of mandatory Inclusionary Zoning. For more information, [www.policylink.org/DCIZ/](http://www.policylink.org/DCIZ/).

New York City's Campaign for Inclusionary Zoning: The fall 2004 publication of a report co-authored by PolicyLink and the Pratt Institute Center for Community and Environmental Development helped to launch a citywide rezoning and development proposal. The publication, *Increasing Housing Opportunity in New York City: The Case for Inclusionary Zoning*, finds that New York's housing construction market was unable to keep pace with consumer demand, which had the effect of forcing up housing prices throughout the city as evidenced by extremely low vacancy rates, growing waiting lists for subsidized housing, and record-high homelessness. The Pratt Center is supporting a new citywide coalition of housing and social justice groups under the New York City Campaign for Inclusionary Zoning (including ACORN, Habitat for Humanity, community organizations, and religious congregations). After strong organizing by the campaign and the support of more than 25 City Council members, the Mayor Bloomberg's administration agreed to shift its policy. In the rezoning of the Hudson Yards on the west side of Manhattan, the administration and the City Council agreed to inclusionary zoning and other affordable housing provisions that will lead to the creation or preservation of nearly 3,400 affordable apartments (about 28 percent of the total

units to be developed in the area). The Campaign is now pressing the administration and the City Council to commit to inclusionary zoning provisions in every future rezoning that creates room for more housing. For more information, [www.izny.org](http://www.izny.org).

### **III. E. Uniting Three States for One Vision: The Mid South Delta Initiative**

Mid South Delta Initiative: [www.msdi.org](http://www.msdi.org)

### **III. F. Advancing Opportunity through Metropolitan Equity: Leadership Council for Metropolitan Open Communities**

Leadership Council for Metropolitan Open Communities: [www.lcmoc.org](http://www.lcmoc.org)

Appelhans, Bill, and Black, Carolyn. 2002. "The Chicago Freedom Movement: Summer 1966." *People's Weekly World Newspaper*. ([www.pww.org/article/view/439/1/44/](http://www.pww.org/article/view/439/1/44/)).

Civilrights.org. "Leadership Council for Metropolitan Open Communities, Building Community Region Wide." ([www.civilrights.org/publications/reports/c2k\\_report/metro\\_open\\_comm.html](http://www.civilrights.org/publications/reports/c2k_report/metro_open_comm.html)).

The Leadership Council for Metropolitan Open Communities. "Fact Sheet."

McClellan, Dr. 1999. "A Century of Diversity South of Chicago." Governors State University. February 28. ([www.lincolnnet.net/users/lxmcclel/afam006.htm](http://www.lincolnnet.net/users/lxmcclel/afam006.htm)).

Pennick, Aurie. 1998. "The Transformation of Public Housing." *The Chicago Reporter*. March. (<http://chicagoreporter.com/1998/03-98/0398penn.htm>).

Center for Community Change: The Center for Community Change is a progressive social justice organization whose central project is to support the emergence of one or more movements for social and economic justice in the United States. For more information, [www.communitychange.org](http://www.communitychange.org).

NAACP: The NAACP ensures the political, educational, social, and economic equality of minority groups and citizens; achieves equality of rights and eliminates race prejudice among the citizens of the United States. For more information, [www.naacp.org](http://www.naacp.org).

Sargent Shriver National Center on Poverty Law:  
The Sargent Shriver National Center on Poverty Law, a national resource, champions law and policy promoting equal opportunity and support for low-income individuals, families, and communities so that they can escape poverty permanently. For more information, [www.povertylaw.org](http://www.povertylaw.org).

The Urban League: The Urban League is the nation's oldest and largest community-based movement empowering African Americans to enter the economic and social mainstream. For more information, visit [www.nul.org/about/index.htm](http://www.nul.org/about/index.htm), or Chicago affiliate [www.cul-chicago.org](http://www.cul-chicago.org).

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The board and staff of the Funders' Network for Smart Growth and Livable Communities, at its April 2005 board meeting in San Diego, at the offices of The California Endowment. (Source: Jon Jensen).



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