

Thanks to the following people for their support in making this panel possible:

- The Honorable Rosalynn Bliss, Mayor
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- Kristopher Larson, Downtown Grand Rapids, Inc.
- Tim Kelly, Downtown Grand Rapids, Inc.
- Shannon Sclafani, J. Patrick Lennon, ULI Michigan



Grand Rapids, Michigan

Defining, aligning and building an equitable city

Mission:

To encourage and support excellence in land use decision making.

“We should all be open-minded and constantly learning.”

--Daniel Rose

The Rose Center
FOR PUBLIC LEADERSHIP

NLC NATIONAL
LEAGUE
OF CITIES

ULI Urban Land
Institute

Mission:
Helping city leaders build better
communities



Mission:

Providing leadership in the responsible use of land and in creating and sustaining thriving communities worldwide



Rose Center Programming



- Policy & Practice Forums
- Education for Public Officials: webinars, workshops, and scholarships to attend ULI conferences



Daniel Rose Fellowship

- Four cities selected for yearlong program of professional development, leadership training, assistance with a local land use challenge
- Mayor selects 3 fellows and team coordinator

Daniel Rose Fellowship: alumni mayors



Daniel Rose Fellowship: class of 2017



San José

Grand Rapids



Washington



Anchorage

City Study Visits

- Assemble experts to study land use challenge
- Provides city's fellowship team with framework and ideas to start addressing their challenge
- Part of yearlong engagement with each city





The Panel

The Panel

- Co-Chair: Antonio Fiol-Silva, SITIO Architecture+Urbanism, Philadelphia, PA
- Co-Chair: Calvin Gladney, Mosaic Urban Partners, LLC, Washington, DC
- Maggie Campbell, Downtown Santa Barbara, CA
- Cristina Garmendia, Center on Law, Inequality and Metropolitan Equity, Rutgers University, Newark, NJ
- Ellen Harpel, Smart Incentives & Business Development Advisors, LLC, Arlington, VA
- Mara Kimmel, Office of the Mayor, Municipality of Anchorage, AK
- Nanci Klein, Office of Economic Development, City of San José, CA
- Christopher Kurz, Linden Associates, Inc., Baltimore, MD
- Troy Russ, Kimley-Horn, Denver, CO
- Eric Shaw, Office of Planning, District of Columbia

The Challenge

How can Grand Rapids align its community & economic development policies, practices and incentives to achieve a more equitable city?



Presentation Outline

1. Why equity?
2. High-level observations
3. Framing equity
4. Aligning policies, practices & incentives
5. Implementation ideas
6. Conclusions + Homework



Why Equity?

Prioritizing equity has a cost, but it also has big benefits:

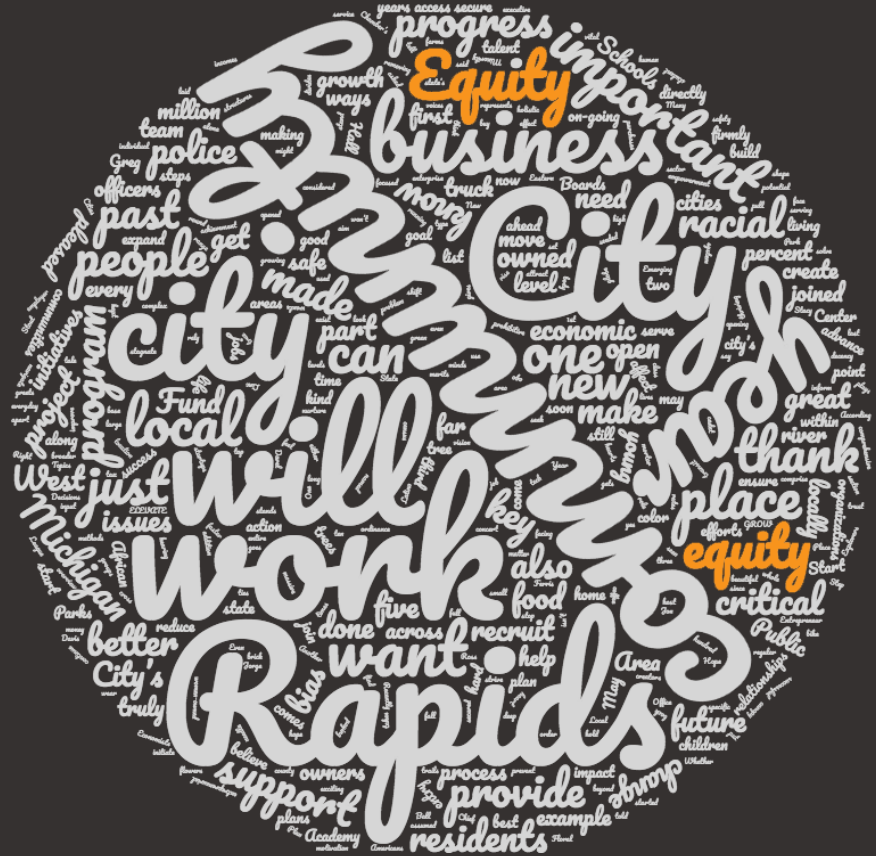
Equity improves fiscal health

Equity increases city competitiveness

Equity improves pro- formas

Equity (done right) lifts all boats

Equity is risk management



Equity Improves Fiscal Health

- Maximizes income levels across all populations
- Creates greater and more diversified income tax revenue and greater consumer purchasing power
- Maximizes supply of qualified labor to enable business sector growth and keeps businesses in GR

Equity Increases City Competitiveness

- Jobs
- Residents
- Workforce
- Attracts and improves talent, building a qualified work force
- Young people are more choosy about where they live and are choosing diverse cities
- Entrepreneurs look for places where similar entrepreneurs have been successful
- Cultural diversity in corporations is critical to attract and retain top talent

Equity Improves Pro-Formas

- Better income demographics attract retail tenants
- Better income demographics pay your rent
- Millennials want diversity that reflects them
- Equity creates critical mass
- Equity improves your workforce
- The frog and the scorpion

Equity (Done Right) Lifts All Boats

- Increases choices
- Improves neighborhoods
- Increases jobs, small business opportunities and better wages

Equity Is Risk Management

What's the cost of maintaining the status quo?

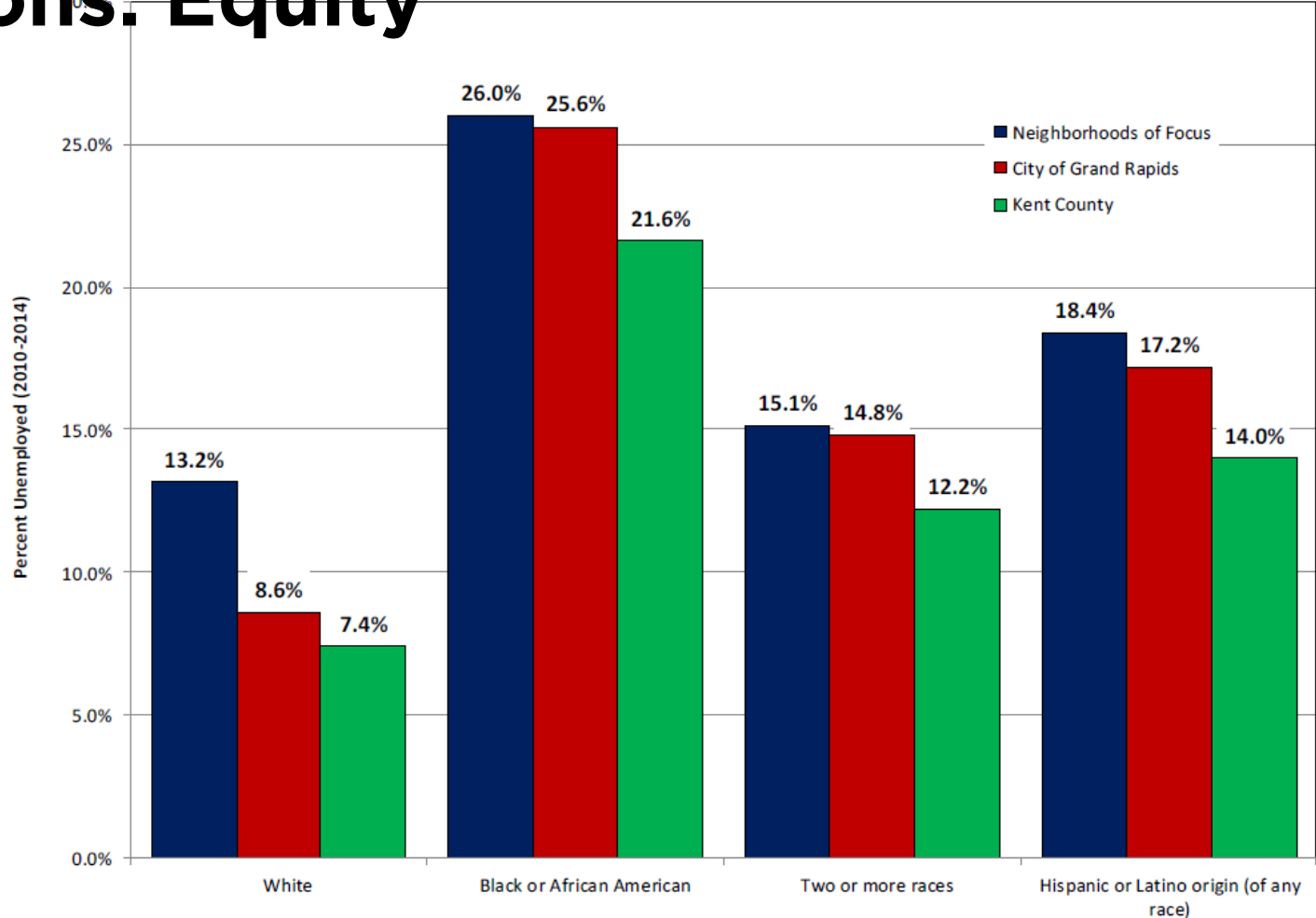
- Inequity reduces fiscal health and services
- Inequity suppresses city competitiveness
- Inequity inhibits development opportunities
- Inequity perpetuates economic and social barriers

Presentation Outline

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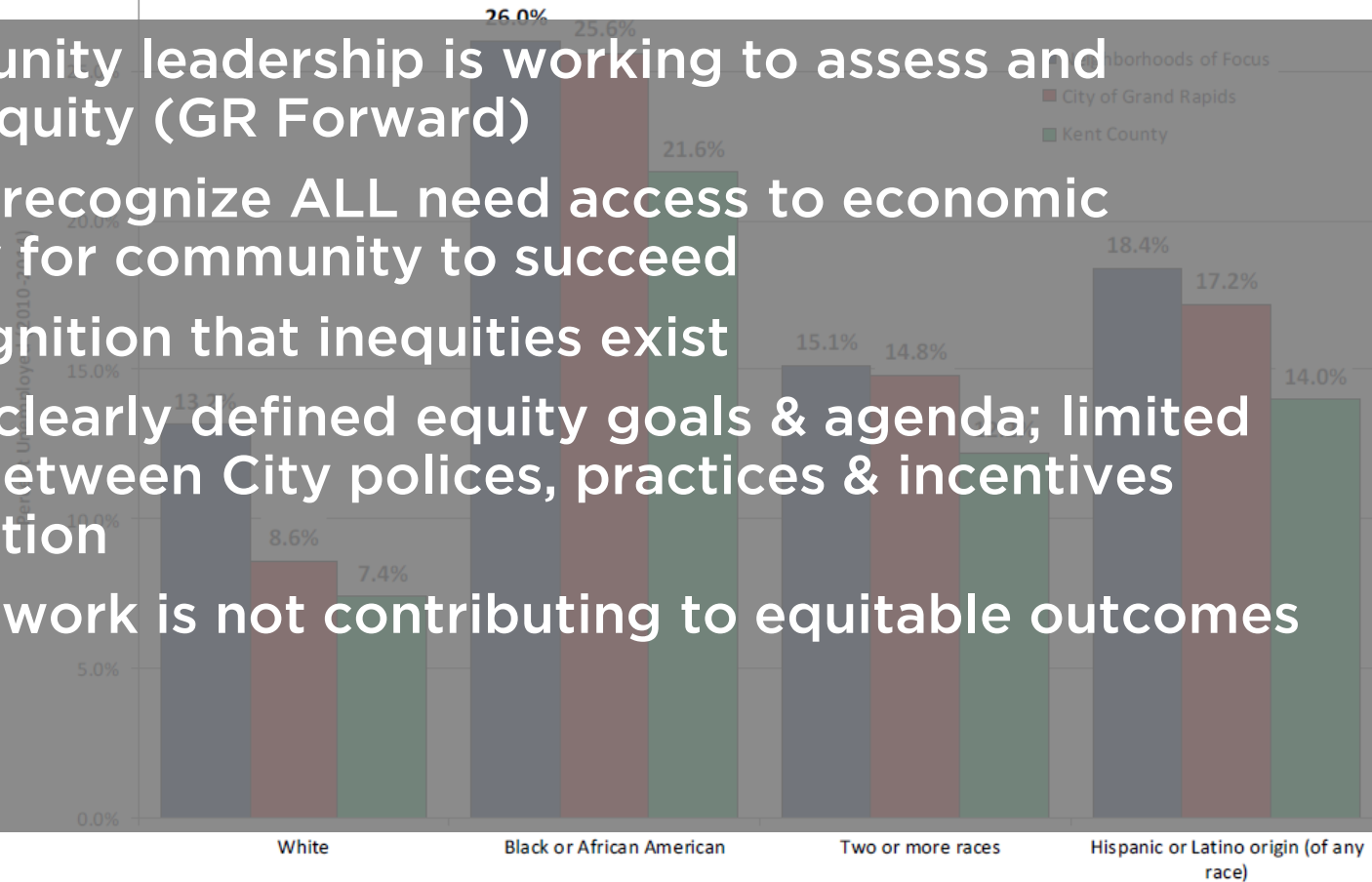


Observations: Equity



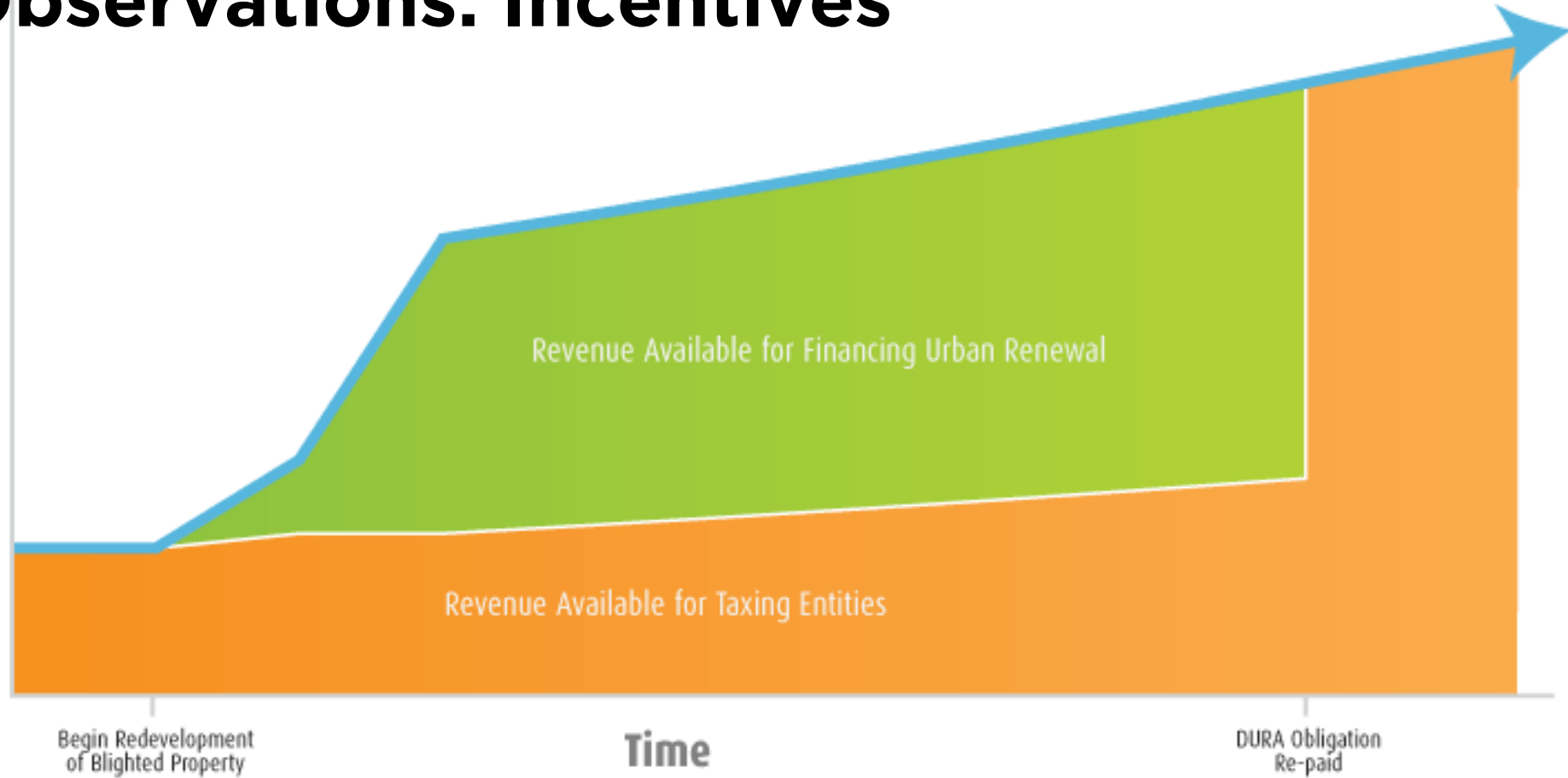
Observations: Equity

- City/community leadership is working to assess and champion equity (GR Forward)
- Mayor/City recognize ALL need access to economic opportunity for community to succeed
- Broad recognition that inequities exist
- GR has not clearly defined equity goals & agenda; limited alignment between City policies, practices & incentives implementation
- Mobility network is not contributing to equitable outcomes



Observations: Incentives

Tax Revenue



Observations: Incentives

- Incentives are just one set of tools to achieve equity, GR lacks some tools other communities have
- City recognizes land use decisions are powerful means to further equity goals
- City acknowledges public & private investment can be harnessed to provide opportunity for all
- Developers agree inequities exist—some believe it's better addressed by other actors using other tools
- Incentives currently seen as an entitlement, City may not fully perceive their real cost and fiscal impact
- Some developers say incentives are needed for every project; others question whether that's true today
- City acknowledges economic development incentives could be retooled to better support equity initiatives
- GR would benefit from additional financial analysis of incentives to determine success bringing return on investment

Observations: Partners



From **Grand Vision** to **Grand Action**

REVITALIZING A DOWNTOWN AND
DEMONSTRATING PHILANTHROPY



Observations: Partners

- GR blessed with rich portfolio of companies & philanthropic interests
- Will next generation of philanthropic leaders be as engaged, dedicated, giving?
- Alignment between non-profit organizations and philanthropies, developers and non-profits could be better leveraged to achieve equity goals
- Lack of trust from community; some wonder if their voice is being heard & if system is “fixed”

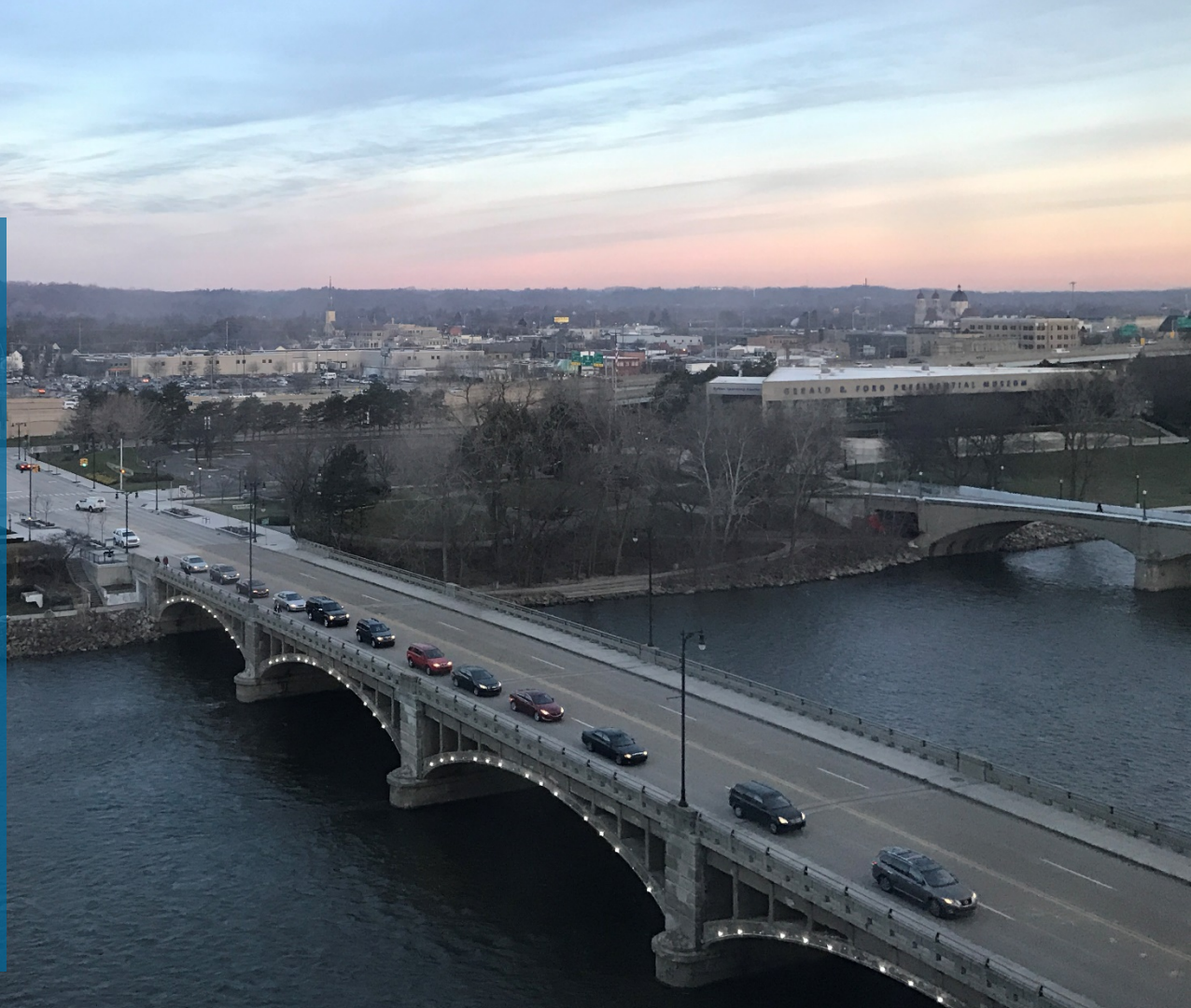


Observations: Other Challenges

- Limited consensus on the aggregate “ROI” of public investment & subsidy
- City is risk averse; taking incremental steps & concerned about interpreting legal strictures on application of incentives
- A perceived “closed” system of developers may limit opportunities for more investment

Presentation Outline

1. Why equity?
2. High-level observations
3. **Framing equity**
4. Aligning policies, practices & incentives
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A Framework for Equity

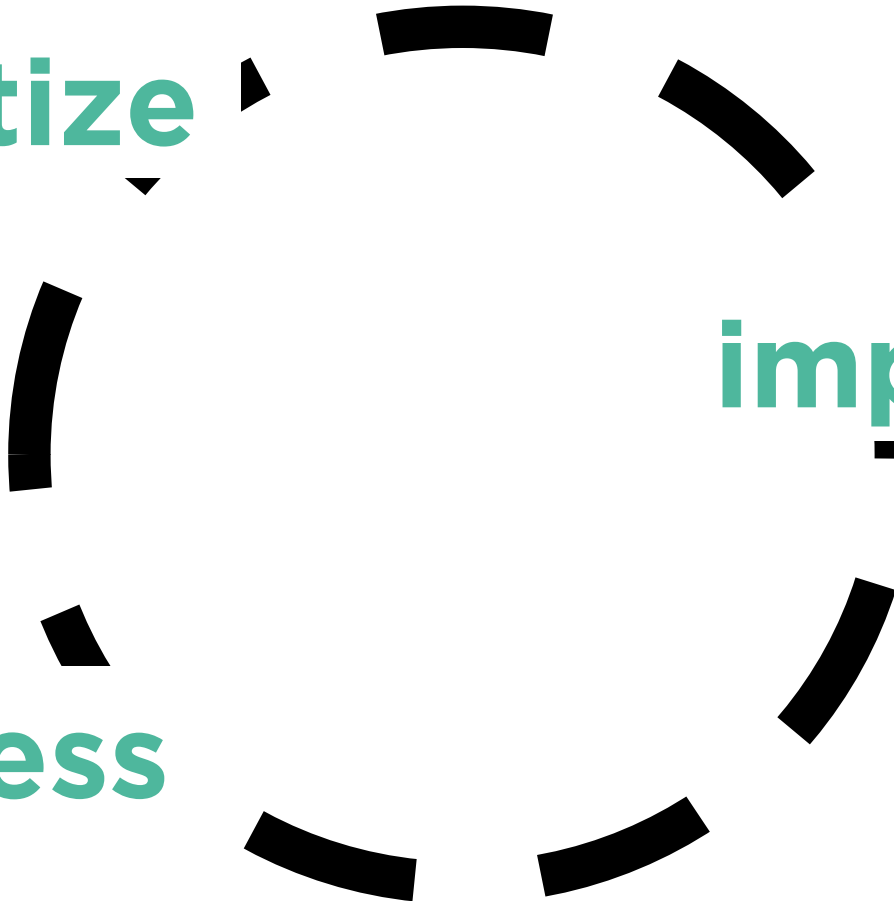
Using an inclusive process (e.g., residents, non-profits, philanthropies, businesses, developers, etc.):

- GR has to define its equity priorities
- Turn vision into policies
- Turn policy into actionable steps
- Actions have to be quantifiable and measurable
- Iterative approach to adjust strategies

prioritize

implement

assess



Presentation Outline

1. Why equity?
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4. **Aligning policies, practices & incentives**
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Getting to Alignment on Outcomes and Equity

- Reframing outcomes of existing programs through equity lens
- Partnering with affiliate institutions on common outcomes
- Synthesizing stakeholder priorities into program/project outcomes
- Knowing when “shoehorning” alignment on a new/existing outcome that does not really align

Assessment and Framing

Public life profile

Crossing the Street Project Sites
Wards 7 + 8

How do people spend time in this place?

- Standing
- Waiting for Transit
- Bench Seating
- Cafe Seating
- Secondary Seating
- Movable Seating
- Lying Down
- Commercial Activity

Ward 7, Weekday 20 October



Ward 8, Weekday 21 September



How often do people visit?



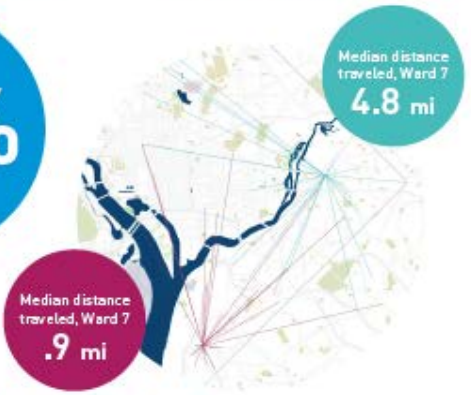
How do people get to the space?



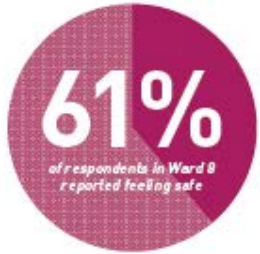
Does this place have the potential to be a gathering space?



How far are people traveling to get from their home to the site?



Do people feel safe in their neighborhoods?



What would make people want to visit more often?



* According to respondents at the sites in both wards

Assessment and Framing

- Performing an assessment of public sector authority
 - What does the city control?
 - What are the levers of influence?
 - Responsibility/ authority that comes from managing the public trust
- Establish open ended statement, or policy questions that can actually be addressed using public sector authority

Open/Flat Engagement



Open/Flat Engagement

- Open meeting to jumpstart conversations on the question/ statement
 - Preferably in an immersive environment, where participants actually reference issues in real time
- Flat engagement where participants can share ideas directly with city leaders and one another
- Goal is to create shared experience where participant can reference, debate and build upon their input

Enacting the First Fixes

Synthesizing the community feedback

- Feedback loop with the community
- Share department heads and implementation agencies

Use feedback to identify underperformance and barriers created by existing policies

- Housing, small business, incentive programs

Sharing synthesized feedback with affiliate institutions to create common cross-institutional outcomes

Aligning Investments and Equity Outcomes



Aligning Investments and Equity Outcomes



- Establishing an integrated, people equity-forward public investment strategy
 - Implementation/ outcomes are realized in the budget of multiple agencies and funding sources
 - Leverage with resources from affiliate institutions with common outcome
- Last step is gap analysis of program/ funding, and establishment of gap financing

Other Examples

- Salt Lake City - *Can we get more out of what we are doing with new transportation infrastructure?*
- Washington DC - *Can we dispose of public lands in a manner that better serves the public?*



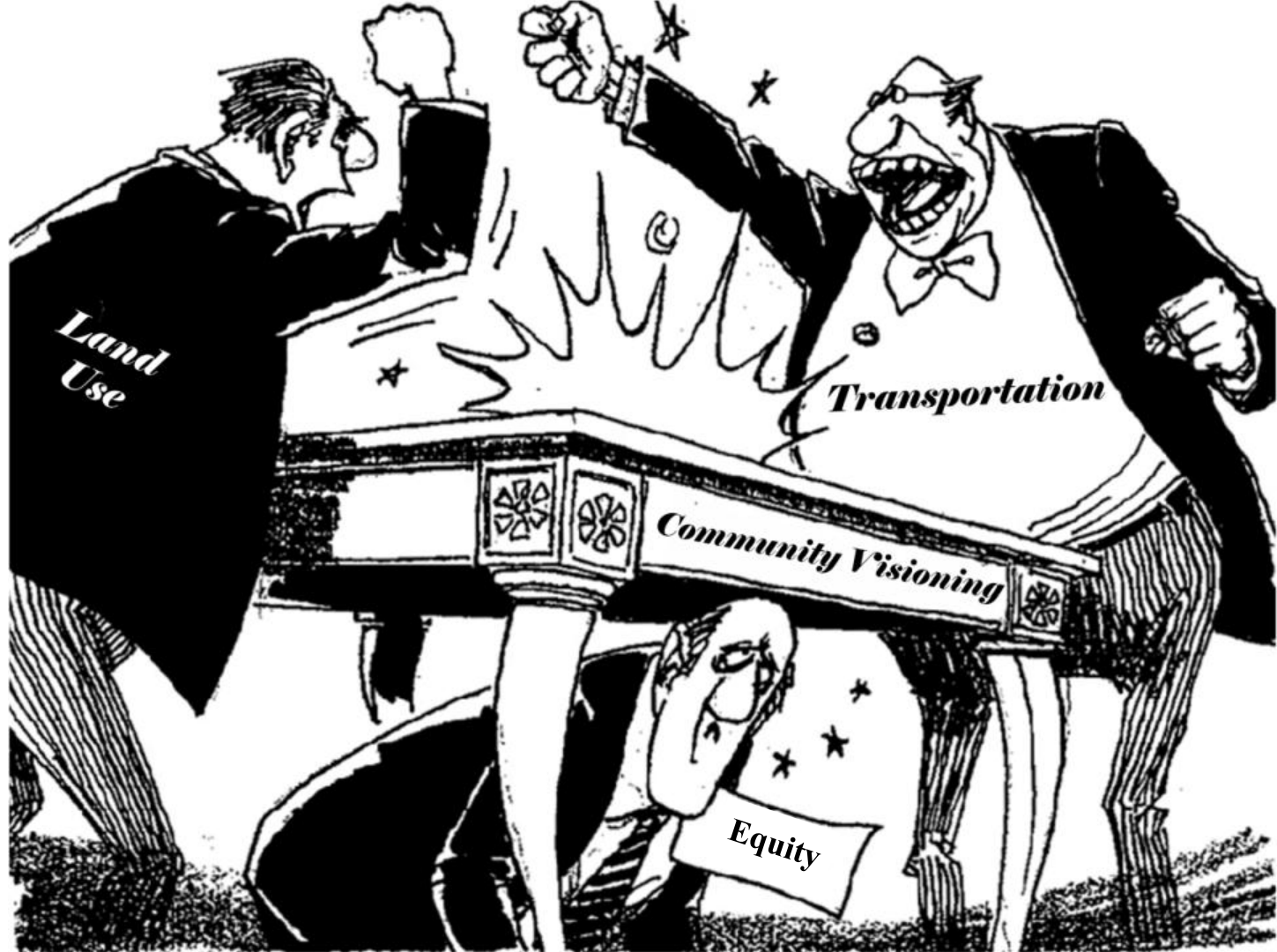
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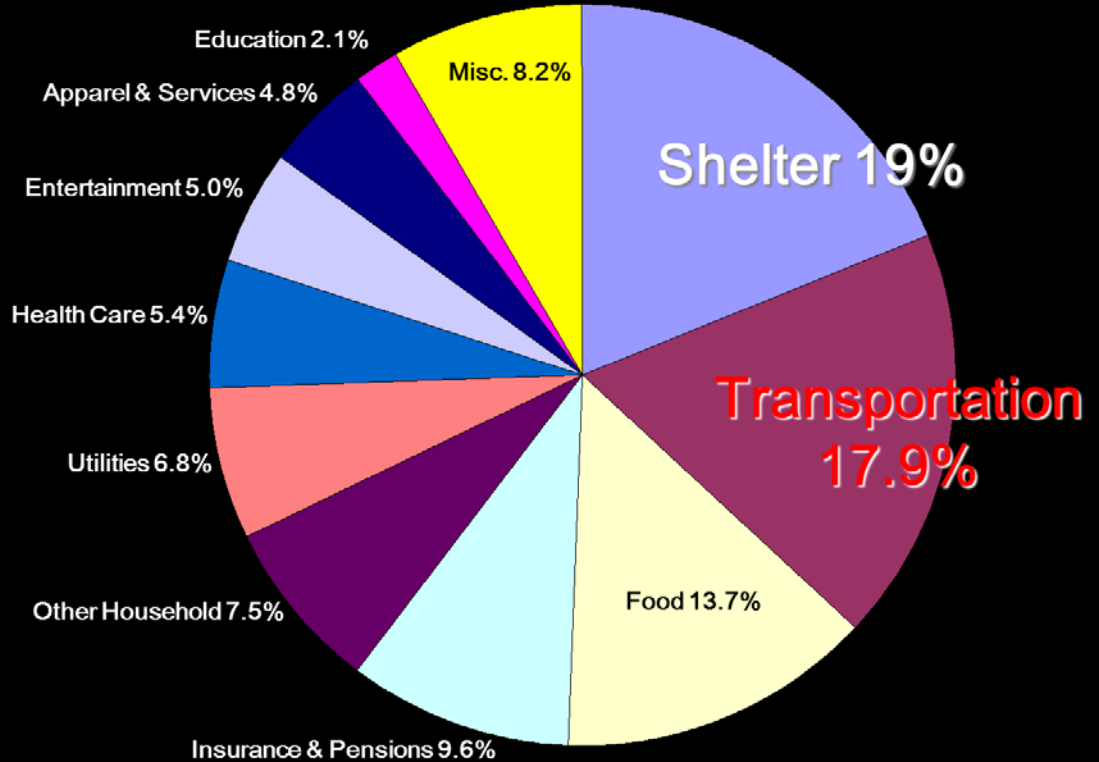


Implementation Ideas

1. **Mobility**
2. Engagement Process
3. Incentives
4. Workforce Development
5. Disposition Process



How does mobility relate to equity?



Household expenditures in Tampa, FL

What is mobility?

It's more than parking and buses

- Multimodal
- Connected
- Efficient



Mobility is multimodal

Pedestrians, bikes, transit and cars all have to be:

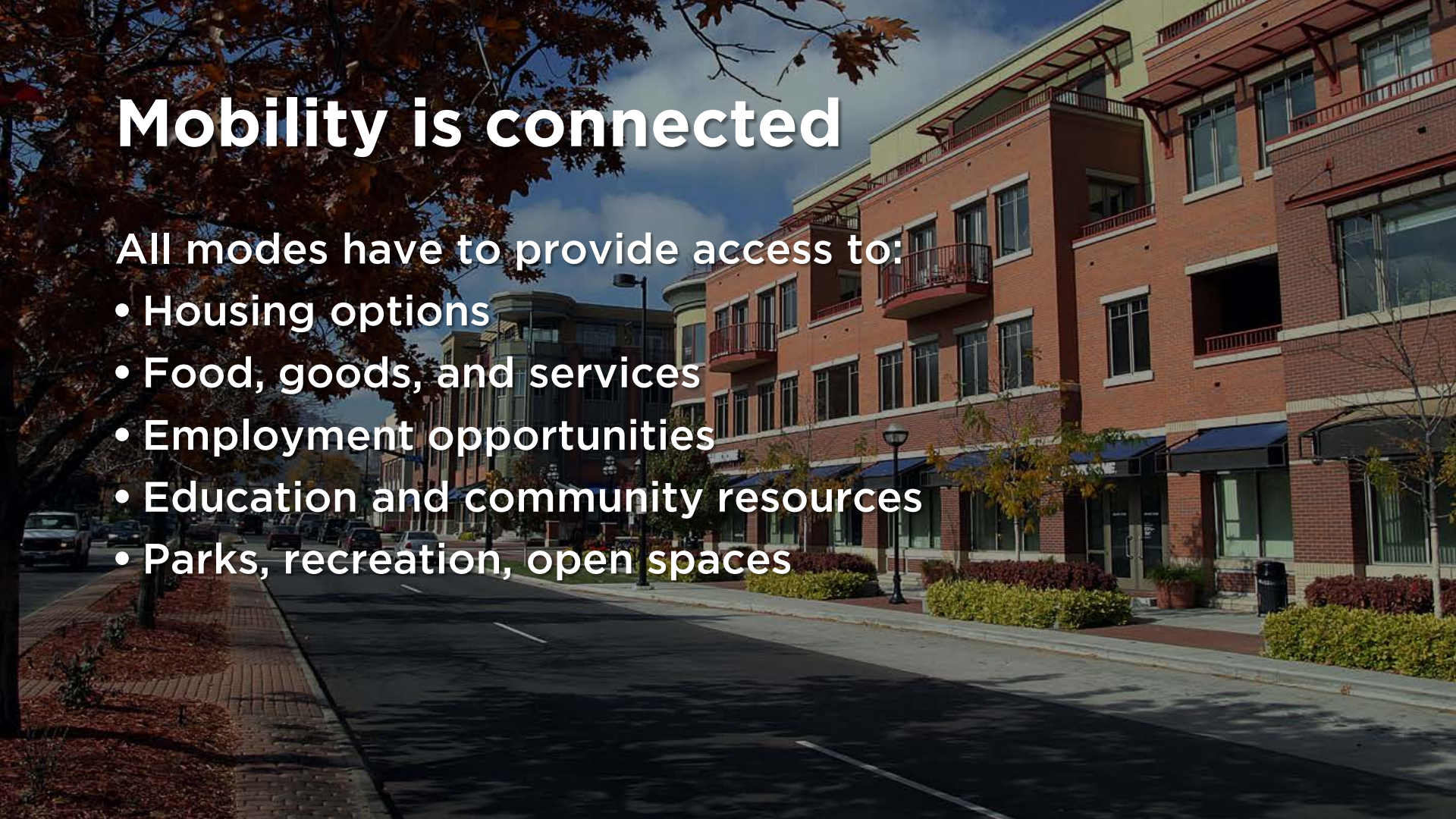
- Safe
- Accessible
- Affordable



Mobility is connected

All modes have to provide access to:

- Housing options
- Food, goods, and services
- Employment opportunities
- Education and community resources
- Parks, recreation, open spaces



Mobility is efficient

All modes have to be:

- Reliable
- Convenient (15 minute headways for transit)



Parking is a tool, NOT a problem

You can utilize revenues to better manage parking resources and improve equity

- Understand the situation



- Maximize resources



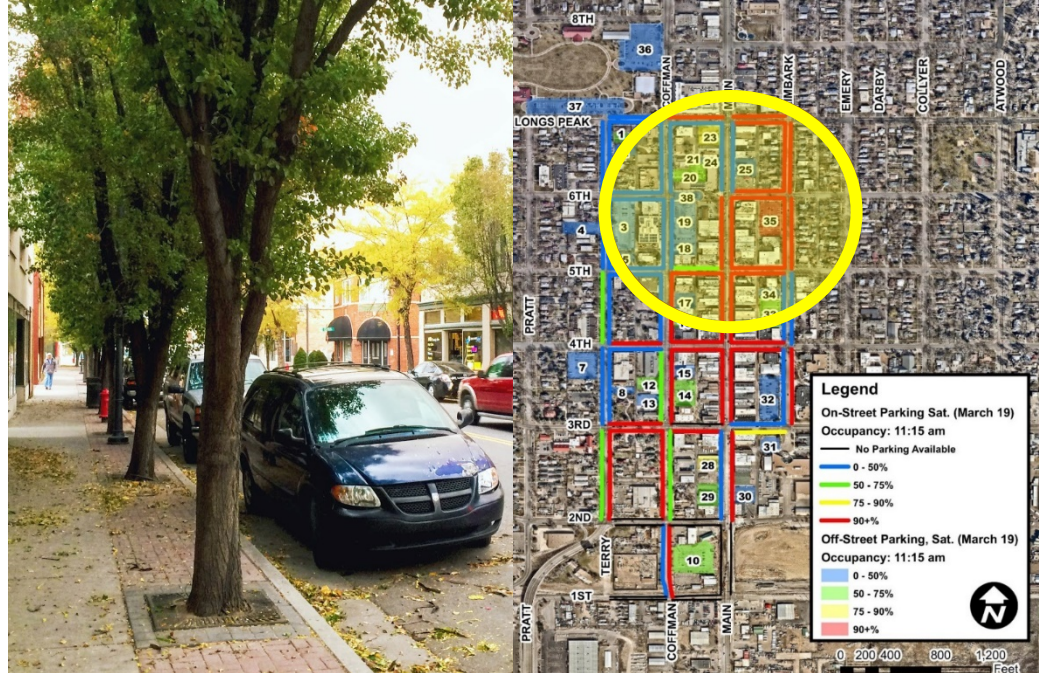
- Manage parking demand



- Shift demand



- Expand supply



Parking is a tool, NOT a problem

You can utilize revenues to better manage parking resources and improve equity

- Understand the situation



- Maximize resources

- Extend the reach of pedestrians, bicyclists, transit



- Manage parking demand

- Duration and pricing

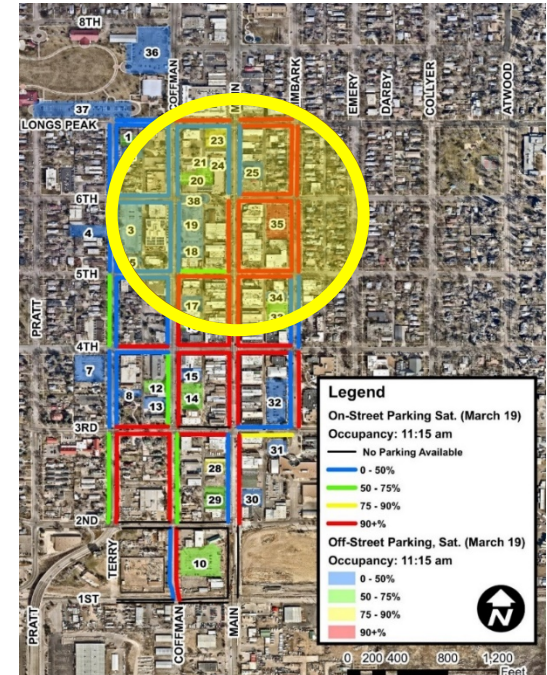


- Shift demand

- Transit
- TDM measures (Trip reduction commitments)
- Update land development regulations



- Expand supply



Implementation Ideas

1. Mobility
2. Engagement Process
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Engagement is a “Full Contact Sport”



Engagement is a “Full Contact Sport”

- It is messy and mistakes will be made
- It is uncomfortable
- It is a long-term commitment
- It requires acknowledging the past to overcome distrust to make meaningful change



Engagement is Essential to Equity



Engagement is Essential to Equity

The background image shows a community meeting or workshop. In the foreground, a table is covered with a green cloth and has various items on it, including a white cup, a water bottle, and some papers. Several people are seated around the table, some looking at the camera and others looking down at their work. In the background, there are more people standing and talking, and a presentation board is visible on the left side. The setting appears to be a large room with a blue curtain in the background.

- Bridges understanding of different perspectives and needs
- Remedies distrust and historic government programs that failed to address and sometimes exacerbated inequity
- Informs development of equity-based policies and practices that reflect and support community needs, including strategic public investment
- Provides process for meaningful participation in development projects
- Gives voice to those most disadvantaged
- Cultivates future diverse leadership

Structuring Engagement to Create Equity: Frameworks and Organizations



Structuring Engagement to Create Equity: Frameworks and Organizations

The background image shows the storefront of Cafe ConLeche, a building with a large multi-paned window and a sign that reads "CAFE CONLECHE". A green street sign above the entrance indicates "Vernor W". The address "4200" is visible on the right side of the window. A traffic light and a fire hydrant are also visible in the scene.

- Act with intention and begin now
- Shift from public input to public engagement process
- Meet residents where they are
- Build neighborhood capacity




Structuring Engagement to Create Equity: People and Places

Structuring Engagement to Create Equity: People and Places

- **Make meetings “user friendly”**
 - Offer food and child care, provide stipends
 - Have nonprofits and City department representatives at every public meeting provide wraparound services
 - Consider transportation support and access
- **Design additional public gathering spaces that engage residents**
 - Reflects community character and history
 - Welcomes people with free, regular programming

It Takes All of Us: Partnering to Create Equity



A background photograph of a community meeting. In the foreground, the back of a person's head and shoulders are visible, wearing a blue and white patterned sweater. In the middle ground, several people are seated at long tables, looking towards the front of the room. A man in a dark jacket is walking on the left side of the frame. The room has light-colored walls and a wooden door in the background.

It Takes All of Us: Partnering to Create Equity

- **Partner with trusted neighborhood advocates and organizations to improve engagement and communication between the City and residents**
 - **Philanthropies**
 - **Social, legal, and medical service providers**
 - **Ecumenical councils and churches**
 - **Schools, teachers, PTAs**
- **Work with business organizations to educate their members on importance of equity and engagement**

Implementation Ideas

1. Mobility
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Why do we use incentives?

- To achieve our community's economic development goals
 - Jobs
 - Business Development
 - Investment
 - Downtown revitalization
 - Brownfield redevelopment
 - Quality of life and quality of place
 - Strengthen tax base
- Incentives are **not just about winning a deal**. Smart incentive use is always connected to a **larger economic development strategy**.

Grand Rapids Brownfield Redevelopment

- Brownfield Redevelopment Authority (BRA) can provide tax increment financing to help pay for certain eligible costs associated with a redevelopment project for:
 - Demolition
 - Asbestos abatement
 - Due care and environmental response activities
 - Site preparation
 - Public infrastructure improvements
 - Ramped and underground parking
 - Urban stormwater management systems

The Grand Rapids Brownfield Redevelopment Authority (BRA) was established in 1996 to assist with the redevelopment of blighted or contaminated properties in the City.

\$77m TIF (est. annual cost of 2016 projects \$7.6m)

\$476m announced investments for 2016

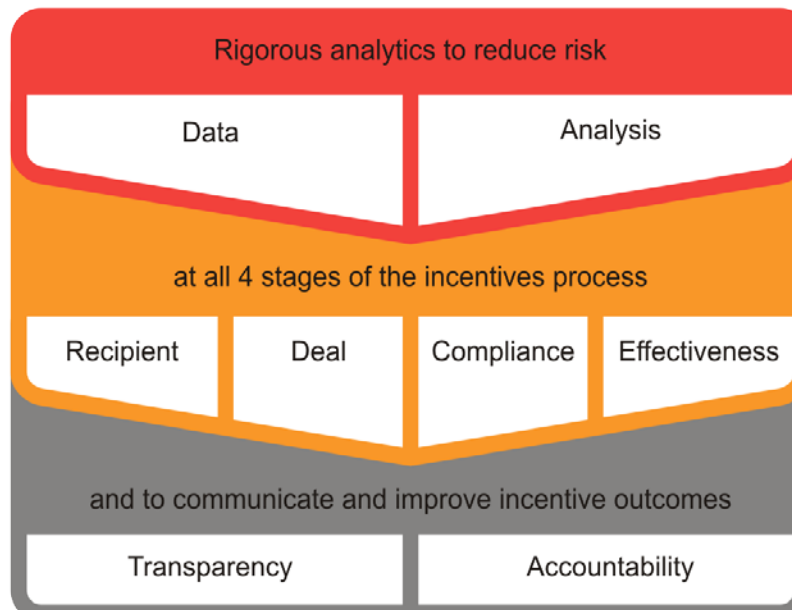
Incentive/Investment ratio: **16%**

Brownfield Plan Project Summary – City of Grand Rapids

Connecting Incentives to Equity Goals

Be intentional

- **Recipient:** RFQ
- **Deal:** Upfront project review
 - Scorecard – Austin example
 - Prioritize – should all eligible projects be funded?
- **Compliance:** Performance agreement
 - Could be difficult given Brownfield program rules
- **Effectiveness:** Outcomes evaluation



Outcome Evaluation: Equity

Match the outcomes with your policies (e.g.):

- Number/character of housing units
- Employment characteristics (local residents, by race/ethnicity, by city zipcode)
- Wages paid to employees at incentivized projects
- Construction employment characteristics
- Construction subcontractor characteristics
- Public benefit in neighborhood: amenities, infrastructure, community facilities
- Mobility metrics
- Use of city-based workforce training/placement resources

Responsibilities of Cities: Communication

- Communicating Expectations
 - Consistent, sustained language on what the city is trying to achieve
 - City as an investment partner, not a project supplicant – define equity objectives from your investment
- Communicating Results
 - Transparent data on program usage
 - Reporting equity outcomes
- Bonus thought: Program Design
 - Is the current slate of incentives sufficient to meet equity objectives?

Implementation Ideas

1. Mobility
2. Engagement Process
3. Incentives
- 4. Workforce Development**
5. Disposition Process

Workforce Development Is Critical To Equity

- A robust equity policy must include workforce development throughout the economy
- Racial and geographic income & employment disparities seem to indicate need for progress
- Workforce development solutions cannot occur in a vacuum--connect transportation & housing
- Workforce development must include a full spectrum of jobs--not just construction

Workforce Development: Initial Recommendations

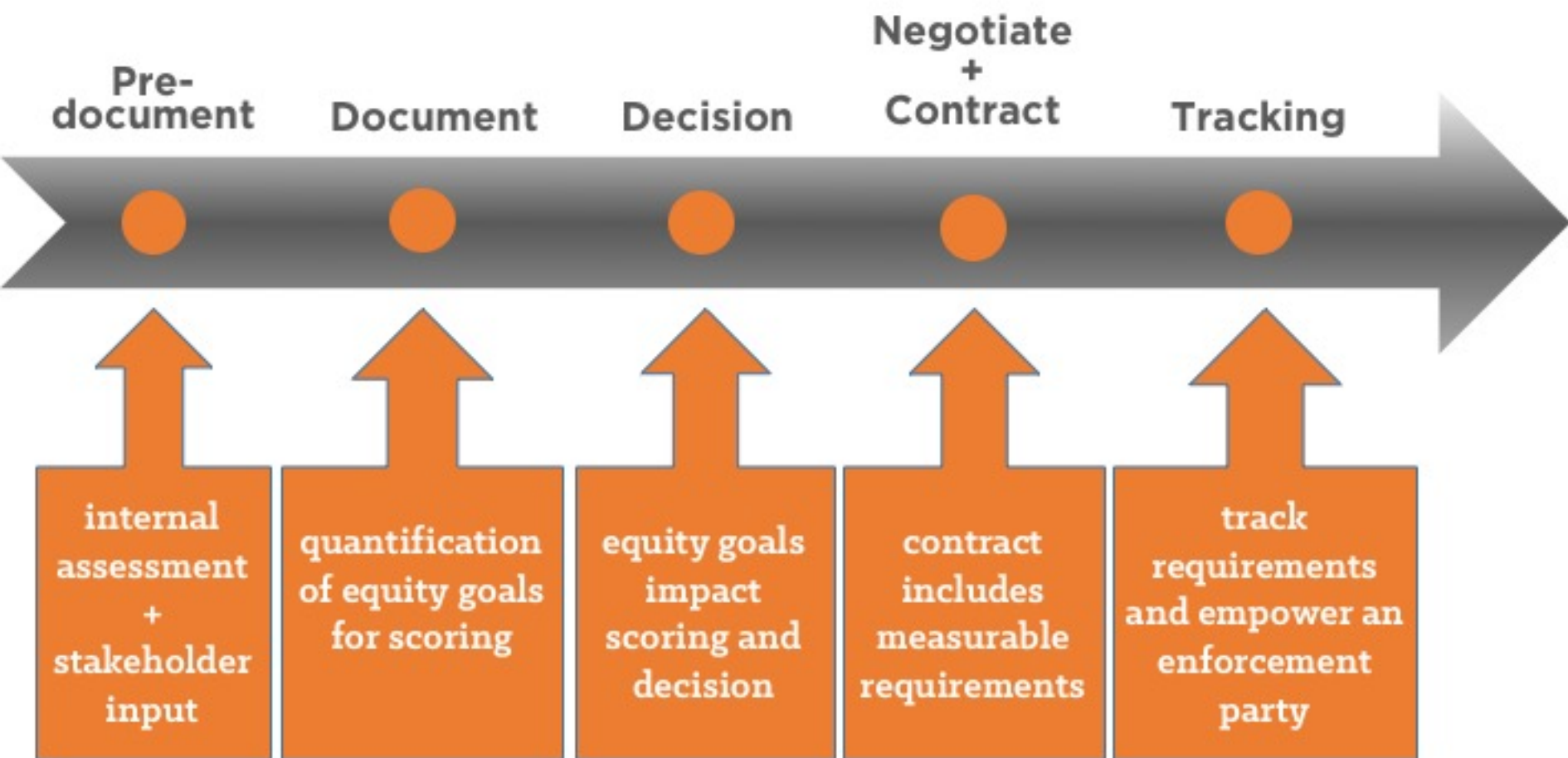
- Human resources professionals at key employers must be collaborative partners
- Local non-profits and philanthropic community must be investors and partners
- Create inter-departmental working group (coordinate workforce development, mobility & housing decisions & investments)

Implementation Ideas

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5. Disposition Process

Embed equity into every stage of the disposition process:

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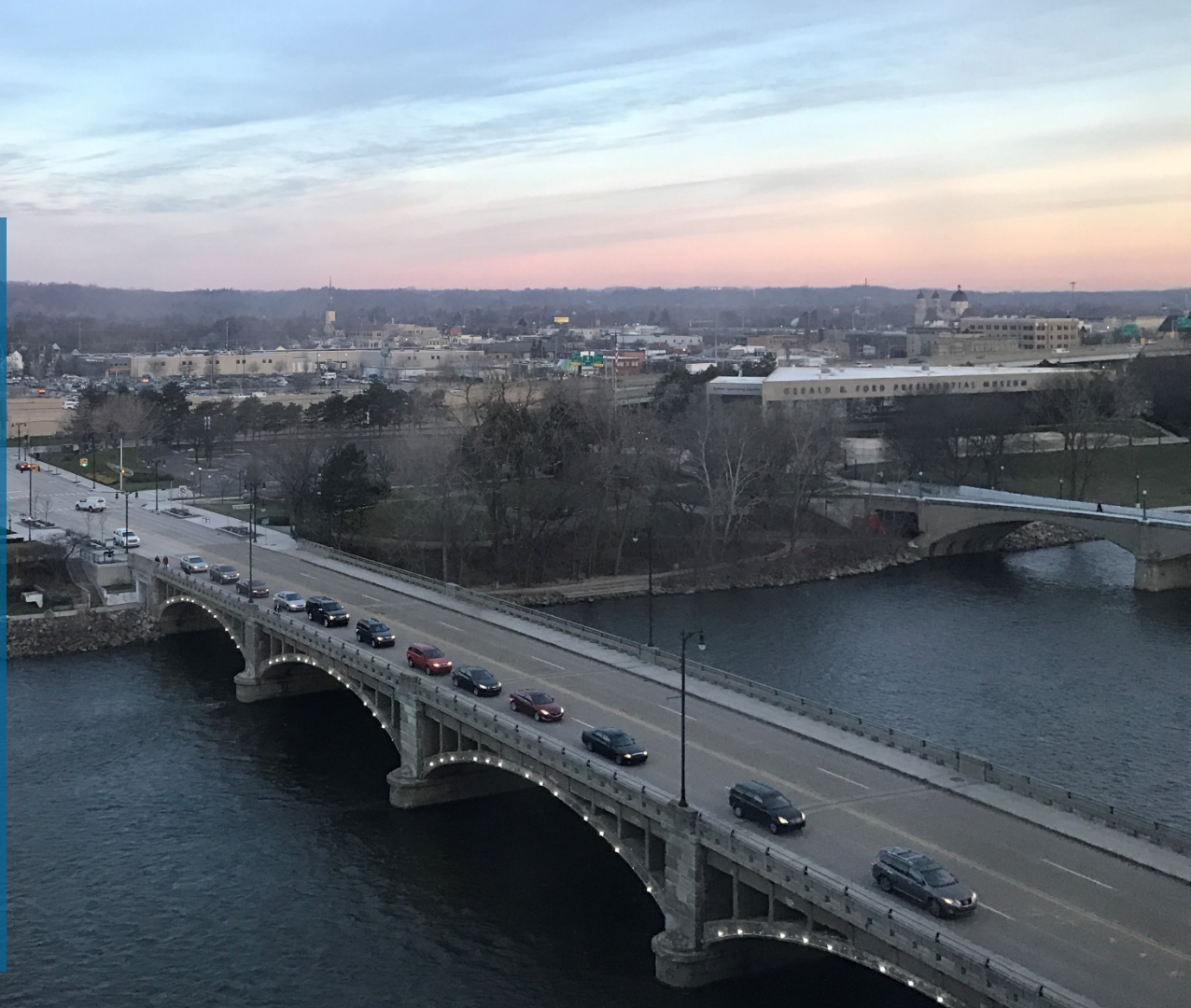


What Would This Mean for 201 Market?



Presentation Outline

1. Why equity?
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6. **Conclusions + Homework**



Conclusions

- Equity is an investment with a positive value proposition for everyone
- Equity goals need to be clearly defined and measurable
- Align policy, practice and partnerships
- Neighborhood engagement is critical
- Incentives are only tools if they support strategy
- Achieving equity is an economic imperative

Homework

1. Identify your top three equity priorities
2. Come up with examples that align policy with practice in the five implementation areas
3. Explore how you can embed equity into the current solicitation process for 201 Market

Next check-in:
Rose Fellowship Retreat
Seattle, May 2

Thank you to the following people; their assistance was essential to the panel's work:

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