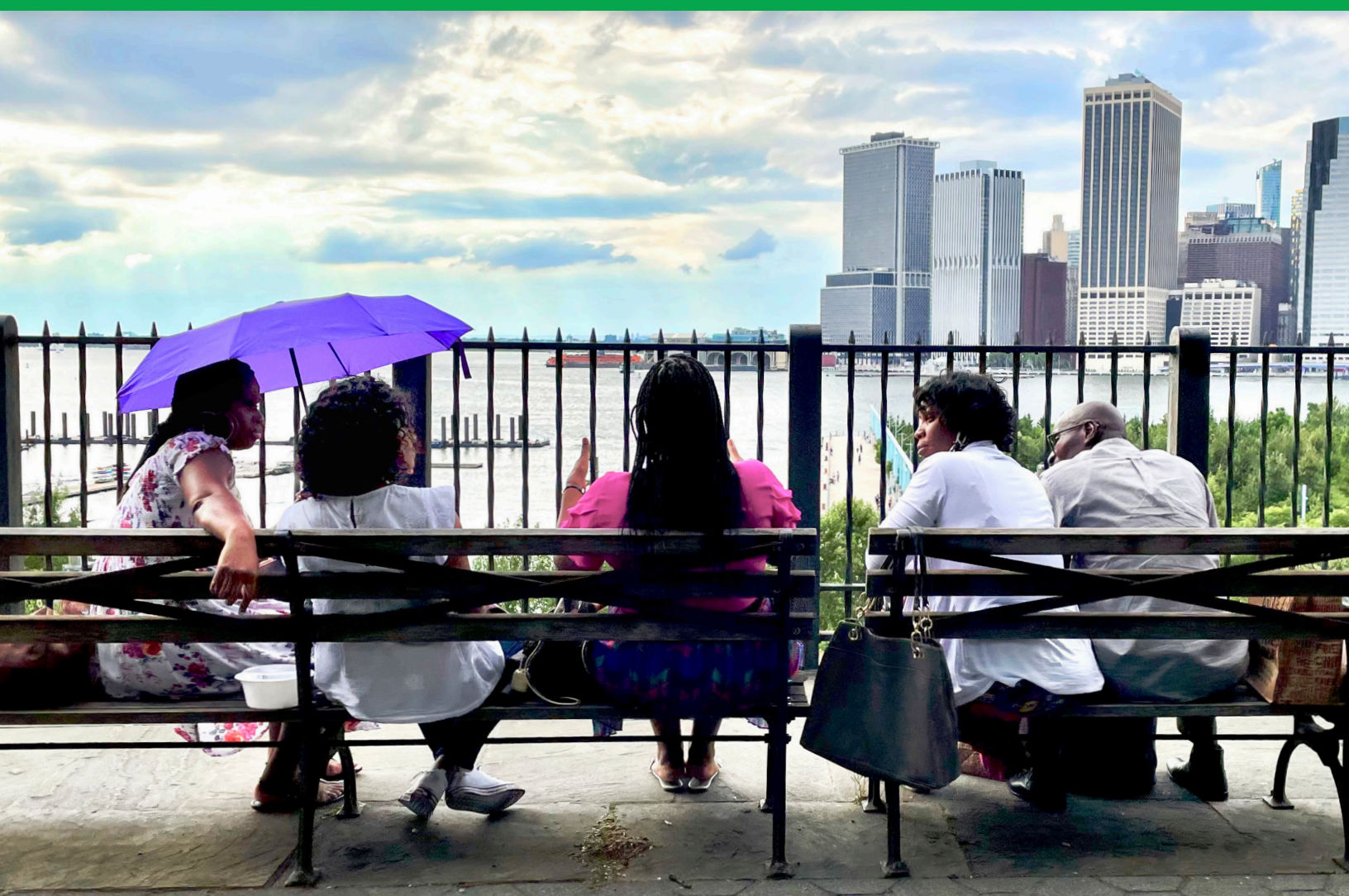




INCLUSIVE GROWTH BLUEPRINT

A Model for Equitable Development in New York City



NYC Inclusive Growth Initiative

The New York City Inclusive Growth Initiative is composed of a 18-member Steering Committee representative of the diversity of New York City in terms of race, ethnicity, gender, sexuality, immigration history and status, incomes status, thought and disability. It is proactively inclusive of people with non-traditional educations, people who do not have access to other networks of civic influence in New York City and people with working-class backgrounds and occupations. Convened and facilitated by NYCETC, ANHD and RPA between February and July 2021, this Steering Committee developed an Inclusive Growth Blueprint with recommendations for the future of economic development, workforce development and affordable housing.

Acknowledgements

NYCETC

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NEW YORK CITY

Employment & Training Coalition

The New York City Employment and Training Coalition (NYCETC) supports the workforce and economic development community to ensure that every New Yorker has access to the skills, training, and education needed to thrive in the local economy. NYCETC supports over 180 workforce providers, colleges and universities, labor unions and businesses that provide job training and employment services to nearly 600,000 New Yorkers, making it the largest city-based for the workforce development sector in the country.



Association for Neighborhood & Housing Development (ANHD)

is an umbrella organization representing 80+ community groups across New York City, dedicated to building community power to win affordable housing and thriving, equitable neighborhoods for all New Yorkers. ANHD's work translates into the capacity to win new programs, policies and systems that ensure the creation and preservation of deeply and permanently affordable housing and economic justice in New York.



Regional Plan Association (RPA)

is an independent, non-profit civic organization that develops and promotes ideas to improve the economic health, environmental resiliency and quality of life of the New York metropolitan area. RPA conducts research on land use, good governance and the environment, and advises cities, communities and public agencies. For nearly 100 years, RPA has been an indispensable source of ideas for policy makers and opinion shapers across the tri-state region.

Funders



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Image: RPA



[inclusivegrowth.nyc](https://www.inclusivegrowth.nyc)

Inclusive Growth Initiative Steering Committee



Leila Bozorg is the Chief of Strategy + Policy at NYC Kids RISE, a non-profit working to provide every New York City public school student with an investment account for higher education that can be used as a broader wealth-building platform for their families and communities. Leila spent the decade prior working in government on a range of affordable housing, land use and community development programs and policies while at the NYC Housing Preservation & Development (HPD), and earlier worked at the U.S. Department of Housing and Urban Development (HUD).



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Nakisha (Nikki) Evans is the Executive Director of Jeremiah Program-Brooklyn, a program that provides a supportive community for determined single mothers to pursue a career-track college education, while also offering a combination of quality early childhood education supports, housing assistance and empowerment/life skills training. Previously, Nikki served as Director of the Office of Workforce Partnerships at CUNY where she led the implementation of several new tech training and skills development initiatives.



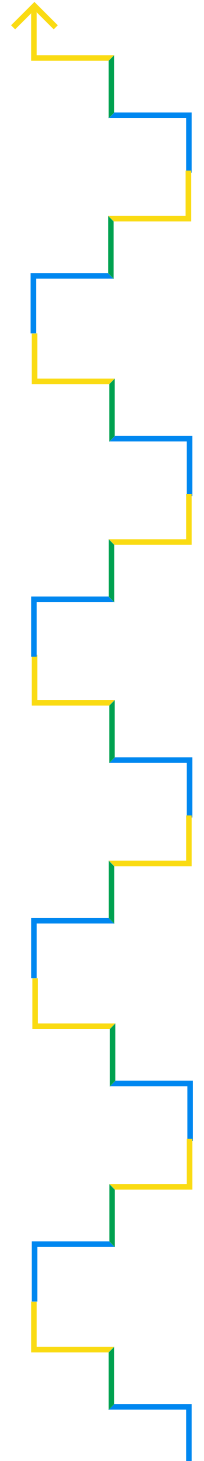
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Yahshaanyah Hill is the Senior Vice President of Workforce Opportunity Investments at the Upper Manhattan Empowerment Zone Development Corporation (UMEZ). She is responsible for providing leadership, vision and strategic direction for UMEZ's grant-making strategy in workforce development to drive economic growth and create opportunities for the hyperlocal community. Prior to this, she served as the Assistant Director of Job Generation in the Office of Resident Economic Empowerment and Sustainability at the New York City Housing Authority, as well as holding earlier positions at the NYC Department of Small Business Services and NYC Economic Development Corporation.



Sydney Kopp-Richardson is the Director of the National LGBT Elder Housing Initiative at SAGE and is working to reshape the housing landscape and increase the availability of safer LGBT elder housing through policy, advocacy, research and housing development. Sydney brings a reverence for the expertise and legacies of LGBTQ+ elders in the formation of policies and programming developed to serve them in the fight for collective liberation, and she brings this to SAGE's national housing initiative.



LaToya Meaders is the President & CEO of Collective Fare & Collective Food Works Inc. and brings over 20 years of experience in the food service and hospitality industry to the restaurant and food service consulting field. Amid the pandemic, Collective Fare has served over 500,000 fresh healthy meals and distributed over 30,000 pounds of fresh produce and shelf-stable food items to help close the food gap in Brownsville, Brooklyn.



Ken Miles is the ARISE! Program Leader at West Harlem Development Corporation, and serves as the strategy and implementation lead for WHDC's ARISE! summer youth development program. ARISE! promotes continued educational enrichment and career exposure along with direct cash transfers for eligible teens throughout the district. Professionally, his career spans public and private sectors, including digital advertising, media and public health.



Papa Ndiaye is the Career Development Coordinator at the International Rescue Committee (IRC), where he serves NYC's immigrant communities through workforce development services and programs to strengthen their financial capabilities. He is committed to contributing to building more inclusive, participatory and vibrant communities.



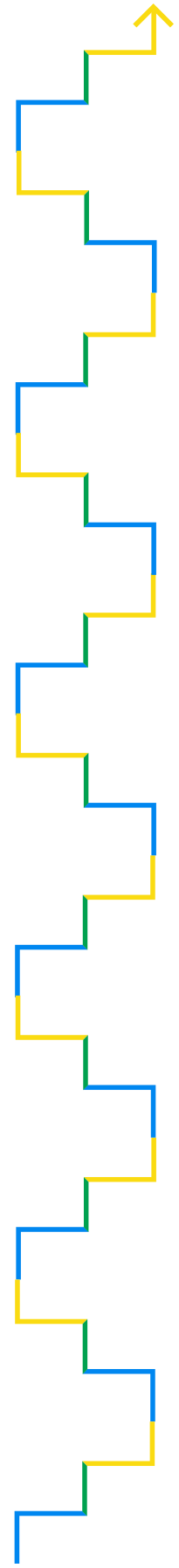
Michael Partis is the Executive Director of the Bronx Cooperative Development Initiative (BCDI), a non-profit focused on advancing economic democracy through shared wealth strategies and community-based planning with working-class Bronx residents. He is also the co-founder of The Bronx Brotherhood Project, a volunteer-based college success and mentorship program for Black and Latinx teens at New Settlement College Access Center. Formerly, he was the Director of South Bronx Rising Together (SBRT).



Daphny Rose Sanchez is the Executive Director and founder of Kinetic Communities, a New York-Certified Social Enterprise Benefit Corporation which advocates and implements strategic energy equity market transformations for diverse New York communities. Kinetic Communities has received recognition for their vital work, ensuring front line communities and people of color are a priority in a restorative and just clean energy transition.



Mirtha Santana is the Chief Program Officer at Riseboro Community Partnership and oversees services that include anti-eviction, homelessness prevention, rehousing, workforce development, rental assistance and benefits access and youth mentorship. Mirtha joined RiseBoro Community Partnership in 2007 and during her tenure has grown the programming and services immensely. She now holds the position of Vice President of Riseboro's Empowerment Division.





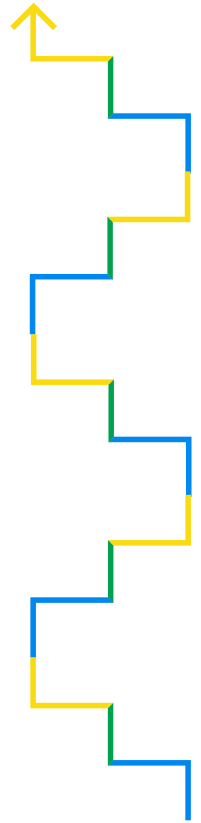
Anisha Steephen is the founder of Just Economy Lab, an organization that advances public policies and initiatives centered in racial and economic justice. She is a strategic leader in community investing with over a decade of experience in successful multi-sector partnerships that drive capital to build assets for low-wealth communities. Anisha was previously the Interim Executive Director of Spaceworks NYC, a city-wide non-profit cultural workspace developer and operator.



Marlon Williams is the Vice President of Public Policy and Collaboration at Philanthropy New York and specializes in leading initiatives where success requires the mobilized coordination of stakeholders across agencies and sectors. Prior to Philanthropy New York, he served as the Assistant Director for Public Sector Innovation at Living Cities, working on projects to close racial gaps in income and wealth. At Living Cities, he was part of the Senior Leadership team, where he informed and influenced the organization's internal racial equity work and staff culture work.



Guy Yedwab is a JD/MPAP Candidate at Rutgers Bloustein School of Planning and ran a small theater company when the 2008 financial crisis propelled him into community organizing through the League of Independent Theater, an advocacy organization for small-sized theaters. As Board President, Guy led their work on union codes, endorsements in electoral campaigns, legislative advocacy and social justice work.



INCLUSIVE GROWTH BLUEPRINT

A Model for Equitable Development in New York City

Executive Summary

Economic growth has not meant prosperity for everyone. Those who have been left behind have faced displacement due to the increasing cost of housing, increased exposure to the destruction wrought by the effects of climate change, a shrinking pool of employment opportunities and crumbling infrastructure.

Having seen large-scale gentrification and displacement, communities of all wealth levels – and especially Black, Brown and low-income communities – are now skeptical of most government-led efforts, even those that would create jobs or housing.

This Inclusive Growth framework promotes a vision where growth leads to prosperity for most people and where the communities who have been left behind have more of a say in shaping economic development processes, planning and leadership.

The effects of the recession caused by the Covid-19 pandemic now add to the existing challenges caused by climate change and the long-term disinvestment in infrastructure. All of these challenges have reached crisis level for Black, Brown and low-income communities due to their exclusion from the tables of decision-making and the lack of the political action that is necessary to avert disaster. The unsustainability, inequity and cruelty of the polarized economy

of the last two decades – with high-paying jobs and unchecked profit on one end buttressed by low-paying service sector and gig economy jobs on the other end – has increasingly squeezed out middle class stability. The health and economic decimation of this continues to hit those of us that have historically and systemically always been hit. The ongoing Black Lives Matter movement and the energy that reignited during the 2020 protests for George Floyd and Black lives has made clear the widespread need and desire to fundamentally center and strengthen resources and structures to serve historically excluded communities, especially Black and Brown communities.

Despite the mutual grief and trauma of these 18 months, we have also seen new ways to care for each other and build a fruitful society and economy. Mutual aid networks have sprung up in flexibility and abundance, low-wage and undervalued workers who have largely been ignored are now finding power in their collectiveness as essential workers, and tenants throughout the city have successfully pressured all levels of government to prioritize keeping them in their homes.¹ All of these forces add up to the most substantial and real opportunity to recalibrate our economic development processes to proactively benefit those who need it the most or have been locked out thus far.

¹ The New York Times / Gina Bellafante. "How New York Waiters Got the Upper Hand." (July 16, 2021).



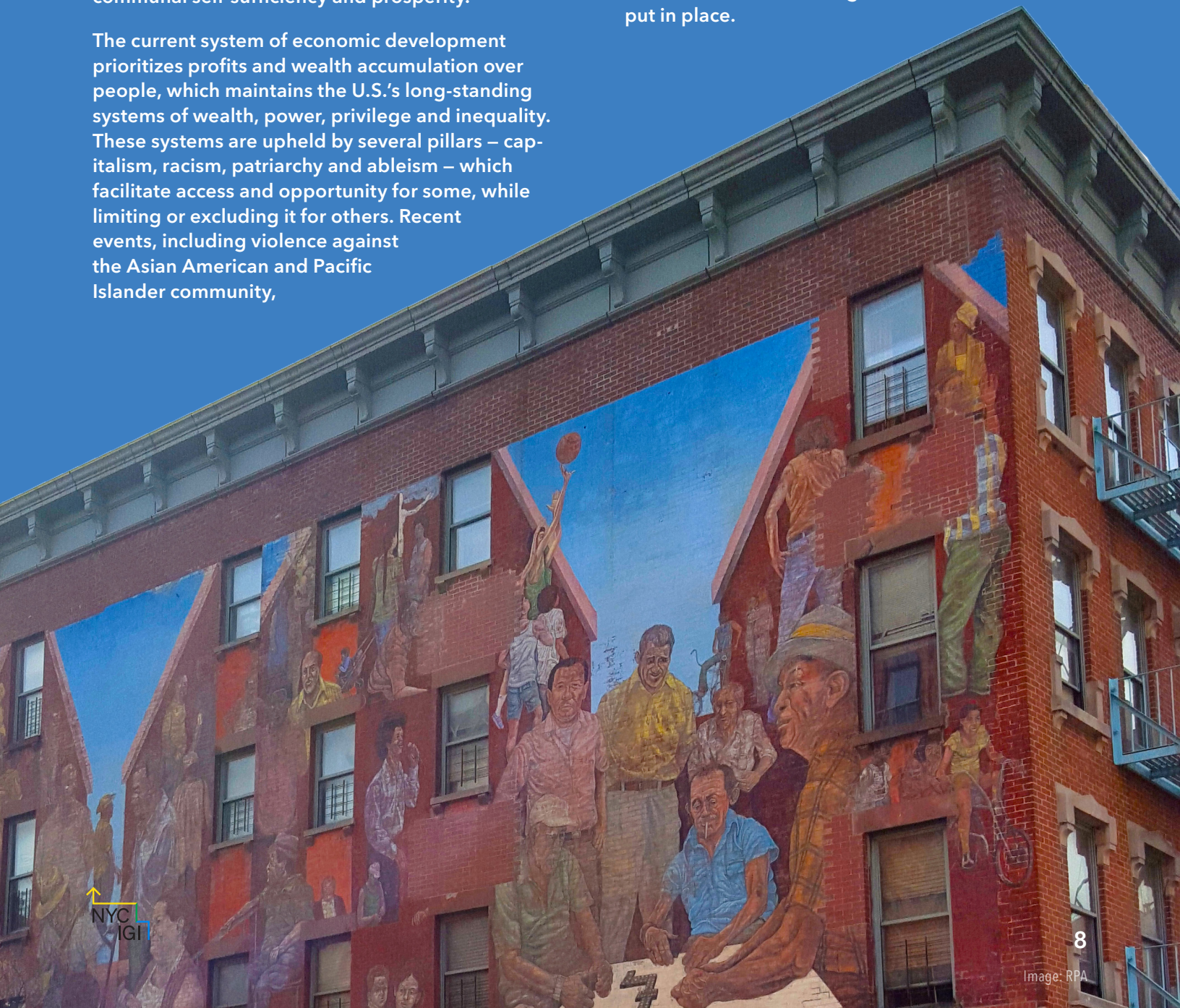
What is Inclusive Growth?

The daily life of New Yorkers should be marked by personal and communal prosperity, stability, well-being, dignity and agency to choose their own path and realize their own vision of purpose and success. Inclusive Growth means that all New Yorkers have access to quality careers and livelihoods, affordable housing and economic opportunity through transparent and community focused development and planning driven by the assets, aspirations, needs, priorities and interests of historically excluded communities, especially those historically excluded from realizing the benefits of economic growth. It seeks to actively diminish structural inequity and barriers to individual and communal self-sufficiency and prosperity.

The current system of economic development prioritizes profits and wealth accumulation over people, which maintains the U.S.'s long-standing systems of wealth, power, privilege and inequality. These systems are upheld by several pillars – capitalism, racism, patriarchy and ableism – which facilitate access and opportunity for some, while limiting or excluding it for others. Recent events, including violence against the Asian American and Pacific Islander community,

the rise of the Black Lives Matter movement, and the explosion of voter suppression laws in states across the country has increased recognition of the role of white supremacy at the heart of our current systems. These systems' values turn into the outcomes of unequal and unjust life experiences, and has the effect of benefiting the few over the many.

Changing the current system of economic development demands that we understand, interrogate and transform the ways in which we maintain and uphold inequities and injustices. It will require concerted effort from all levels of government and from private institutions. New systems for transformation and change must be put in place.



Three Core Pillars of Inclusive Growth

While Inclusive Growth encompasses many aspects of our city, we are starting with three core pillars of change:

1. Economic Development
2. Workforce Development
3. Affordable Housing

We identify these as what people need to live well within a community. The core pillars are the key to forming a more equitable New York City, and must operate in tandem to address critical areas of daily life for the city to survive and thrive.

What New York Needs from the Next Administration

The new mayoral administration represents a new opportunity. What is needed from it is a new vision of economic and racial equity and the ability to implement this vision.

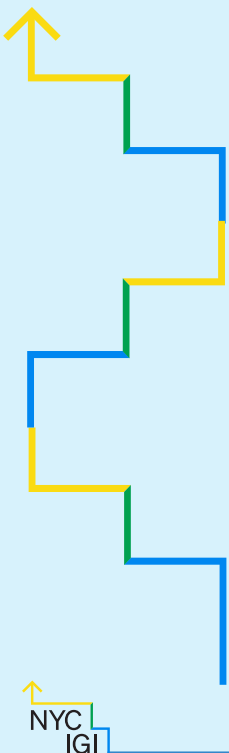
This vision must be bold and must not go back to the old playbook from previous recoveries. Previous recoveries resulted in far greater growth and opportunity for those already enjoying privileged places in our city. It is clear that the people who benefit the most from the status quo cannot be the same people to determine a new direction. If we want a different direction, the new administration must take a different approach – one that prioritizes equitable growth and is shaped by an inclusive process.

Inclusive Growth Recommendations

The specific policy changes the IGI Steering Committee recommends have been organized by the three core pillars and embody values and narratives of Inclusive Growth. These specific policy changes rest on a set of foundational best practices and must directly benefit individuals, strengthen neighborhoods and change the overall system that produces these inequities. Recognizing the importance of scale for implementation, the recommendations have been further categorized at three levels: People, Community and Systems. This structure emphasizes a cohesive and holistic approach to policy practice and attempts to alleviate siloing the recommendations within the core pillars.

Foundations and Best Practices for Inclusive Growth

- ▶ Make community empowerment engaging and accessible: Dedicate resources and professional support toward community engagement and leadership for neighborhood, community and city-wide planning and development
- ▶ Ensure transparency, accountability and access to information for individual projects and developments as part of a comprehensive planning process
- ▶ Build in community power and ownership to enable community-led projects to thrive
- ▶ Utilize a cultural inventory to ensure key neighborhood institutions are not displaced
- ▶ Create new wealth-building opportunities for communities that face systemic barriers to wealth-building
- ▶ Integrate sustainability and resiliency initiatives within Inclusive Growth developments, and prioritize all sustainability initiatives to start with low- and moderate-income and Black, Indigenous, and people of color (BIPOC) communities first
- ▶ Proactively work to rebuild trust between place-based agencies and communities through City leadership





Economic Development Recommendations

People

- ▶ Connect economic development with workforce development
- ▶ Incorporate a small-business framework in economic development focusing on small business growth, sustainability and M/WBE support
- ▶ Support families in order to help develop skills and opportunity
- ▶ Make health and wellness a core part of an economic development strategy

Community


- ▶ Prioritize investments in real estate and physical infrastructure that are also investments in social infrastructure
- ▶ Make more transportation choices safe, affordable, sustainable, convenient, comfortable and enjoyable options, especially at the neighborhood level
- ▶ Clean the transportation sector, starting with the communities most negatively impacted by heavy vehicle traffic and transportation emissions today
- ▶ Reform and democratize community representation in the economic development process

Systems

- ▶ Develop a proactive, equity-based and enforceable comprehensive planning framework, and draw projects and policies from this comprehensive plan
- ▶ Coordinate land use planning, economic development, transportation, housing, climate and other city-wide goals
- ▶ Reform the land use process
- ▶ Create a public accountability entity with the power to enforce community benefits agreements
- ▶ Understand, plan for and fund New York City's transportation system at a city-wide level, centering equity goals in the process
- ▶ Update New York City's regulatory and enforcement approaches to expand safe, clean transportation options while supporting Inclusive Growth goals around racial justice, job creation and workforce development
- ▶ Ensure a just energy transition to prioritize all sustainability initiatives to start with low- and moderate-income and BIPOC communities first

An Inclusive Growth Vision of Community

The word "community" is an expansive one. It can be, and has been, used in ways which both reinforce and combat existing structures of power and influence. We reference "community" throughout this framework and recommendations many times. An Inclusive Growth vision of "community" centers people of color, people from low-income backgrounds, and historically excluded groups in general, especially when referencing actions in neighborhoods where people of color and historically excluded groups live. Community includes both existing local residents and local community infrastructure, such as community-based organizations, faith-based institutions and community boards.





Workforce Development Recommendations

People

- ▶ Address structural barriers that prevent people from participating in workforce and training programs
- ▶ Institute hazard pay for essential workers by advocating for amendments to the Fair Labor Standards Act
- ▶ Increase funding and support for dislocated workers to upskill in their current sector or re-skill and enter a new sector
- ▶ Create workforce development and entrepreneurship programs that serve the particular needs of older adults
- ▶ Create pathways to integrate immigrants with skills gained abroad into New York City's workforce in line with their experience and particular needs
- ▶ Support career readiness among non-traditional college students

Community

- ▶ Invest Federal Covid-19 recovery funds into workforce development
- ▶ Support the hiring needs of small businesses through the workforce development system
- ▶ Connect New York City's workforce development system to local economic development projects, including real estate development, projects sponsored by public agencies like the NYC Economic Development Corporation and local development agencies.
- ▶ Create a permanent Workforce Development Fund
- ▶ Expand a pipeline of talent in green technologies for a clean energy future and ensure that historically excluded communities, and especially environmental justice communities, are prioritized in training programs and hiring

Systems

- ▶ Revive the Mayor's Office of Workforce Development (WKDEV) as New York City's chief authority overseeing the city's workforce agenda
- ▶ Shift government thinking around New York City's workforce development policies and systems from being viewed primarily as a poverty reduction strategy to being seen as a fully integrated part of the city's overall economic development
- ▶ Streamline New York City's workforce development program investments into two main program buckets: 1) early employment training programs and 2) career pathways training programs so that New Yorkers can quickly identify and move into programs that meet their employment goals
- ▶ Streamline, coordinate and build in more flexibility into funding mechanisms to incentivize connectivity among service providers that increases access to any workforce programs for jobseekers
- ▶ Create a set of key performance indicators (KPI) with which to measure outcomes for clients across the whole workforce development system
- ▶ Root out workplace discrimination and worker abuse by reinforcing policies that increase and strengthen worker protections and job quality, including wage theft enforcement, indexed minimum wage and worker safety nets



Affordable Housing Recommendations

People

- ▶ Deeply invest in rental assistance dollars to address the needs of low- and extremely low-income New Yorkers
- ▶ Strengthen the safety net to prevent evictions
- ▶ Increase social service funding tied to housing units to ensure more people maintain their housing

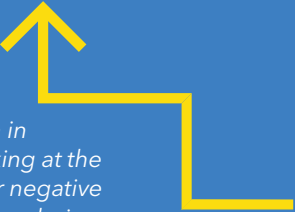
Community

- ▶ Create a housing plan focused more on outcomes than outputs, and target subsidies and tax incentives toward projects that meet the deepest needs of households within that plan
- ▶ Create more affordable housing opportunities in areas with lower share of affordable housing supply to ensure all New York City neighborhoods are accessible to various income levels and especially those with low- and extremely-low-incomes
- ▶ Identify barriers to points of entry to housing for specific communities, and commit funding and infrastructure towards addressing such barriers
- ▶ Improve housing quality and stability in historically disinvested neighborhoods
- ▶ Unpack and address the complex interplay of housing and education policies and practices that impact neighborhood-level segregation
- ▶ Invest in community connection and social ties opportunities for residents of NYCHA housing to address inequitable amenities and community resources

Systems

- ▶ Facilitate greater coordination and accountability between agencies responsible for homelessness and housing through a streamlined entity
- ▶ Engage a broad and representative set of stakeholders in the creation of the city-wide housing plan
- ▶ Streamline engagement processes across agencies that oversee development and place-based change
- ▶ Meaningfully address fair housing mandates and root out discrimination in the housing market
- ▶ Significantly invest in NYCHA rehabilitation, infrastructure and preservation
- ▶ Address resiliency, climate adaptation and sustainability for New York City's residential building stock, especially in NYCHA and when public subsidies are used

Recommendation Process



The Steering Committee convened ten times between February 2021 and July 2021. They brought their academic and professional accomplishments, lived experiences and general knowledge and expertise to evaluate aspects, elements and opportunities for Inclusive Growth in New York City. The Steering Committee examined five case studies in the continental U.S., looking at the type of development, geography, level of scale and the immediate and/or long-term positive or negative impact of the project on the surrounding community, the City and governmental systems. This analysis, and the conclusions the Steering Committee came to about their effectiveness, served as the basis of many of the recommendations in this Blueprint and as the framework for a new Inclusive Growth agenda. For more information on the case studies, please reference the Appendix section of this report.

Lost Opportunities of the Last Decades



Image:
David Shankbone

An economic recovery – whether after 9/11, climate disasters like Hurricane Sandy, the recession of the early 1990s and the Great Recession of 2008, or the economic shock of the Covid-19 pandemic – is an opportunity to build a new and more equitable city. But New York City has largely squandered these opportunities.

After each of these recessions, administrations have resolved to include more people in the recovery and create better lives for those who were affected the most in the downturn. Despite these political resolutions, City leaders have ended up exacerbating systemic inequities rather than reducing them. New York City has grown more polarized, racial disparities

have become more entrenched and a future where we have real equity and opportunity seems more and more distant.

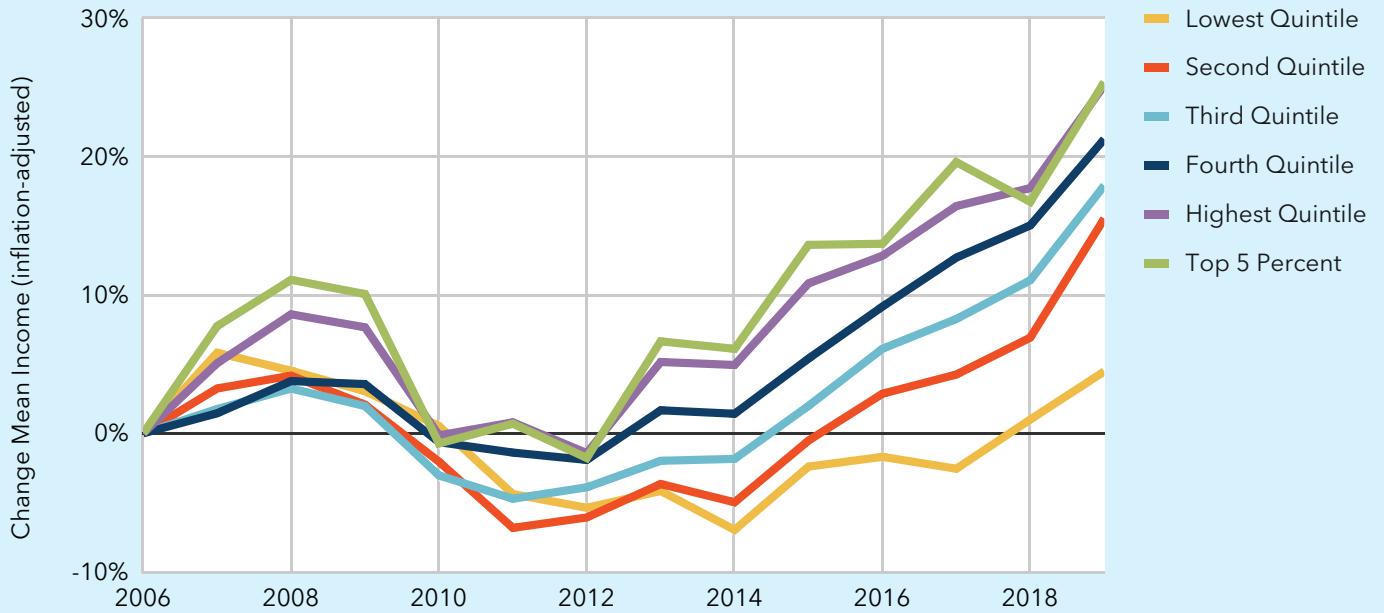
Policy decisions, programs and the inequitable distribution of resources have also placed low-income communities of color at the epicenter of the Covid-19 pandemic. Its impact has disproportionately fallen on already vulnerable populations in New York City, with Covid-19 cases concentrated in neighborhoods where many of New York's lowest-income residents and essential workers reside.² There is an immediate need to respond to this crisis moment and the persistent inequities exposed, or we will miss the opportunity to ensure economic recovery does not leave behind those who have been most impacted by the crisis and again reinforce our growing inequities.

² Association for Neighborhood & Housing Development / Lena Afridi and Lucy Block. "Frontline Communities Hit Hardest by COVID-19." (April 2, 2020).

Both racial and economic disparities have worsened over time.

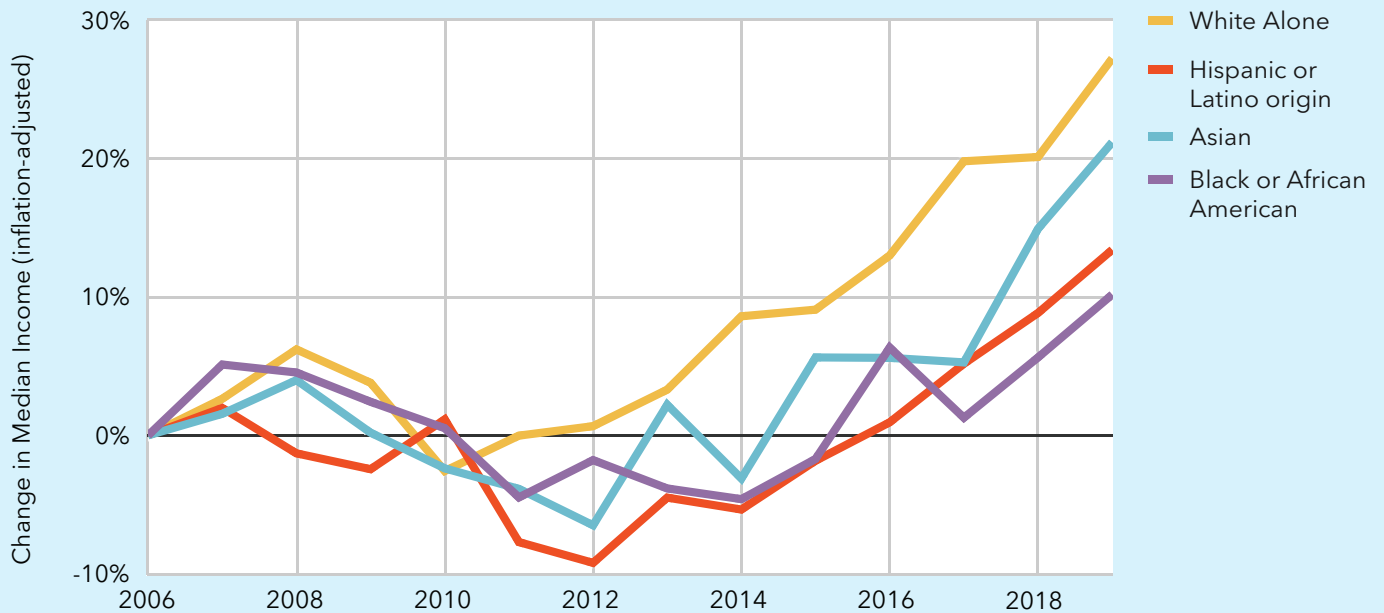
Percent Change in New York City Mean Household Income (Quintiles)

Data: U.S. Census American Community Survey 1 year estimates
 Chart: RPA



Percent Change in Median Income by Race and Ethnicity

Data: U.S. Census American Community Survey 1 year estimates
 Chart: RPA



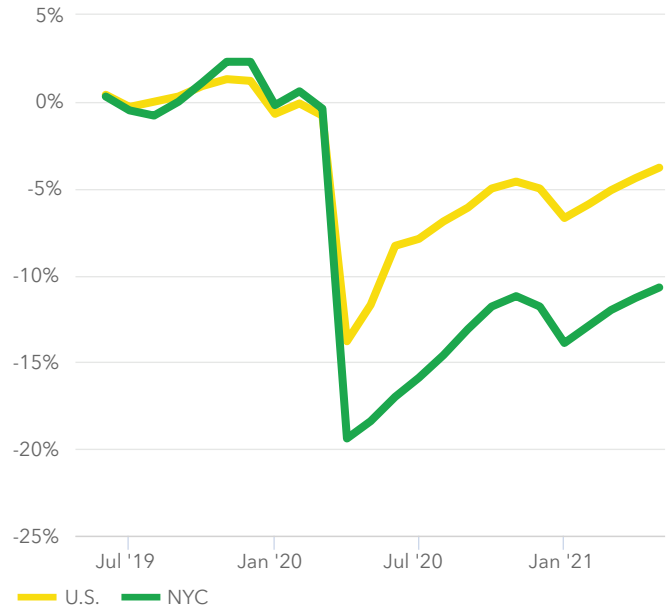


The Effects of the Pandemic

The Covid-19 pandemic has exacerbated previously existing racial disparities in low-wage, face-to-face industries. It has shown us who keeps our city running – food delivery workers, home health aides and nurses, cab drivers and custodial workers among many. Despite their essential status to our economy, inequity here expresses itself as low wages, few safety supports, long and unstable schedules and ultimately higher rates of unemployment. Low-income workers and communities of color have been the hardest hit by Covid-19 hospitalizations and deaths, as well as by job loss and economic hardship.

The Covid-19 economic impact is much different than a business cycle downturn. Most Covid-19 job losses and business closings have resulted from government-mandated business restrictions, not insufficient consumer

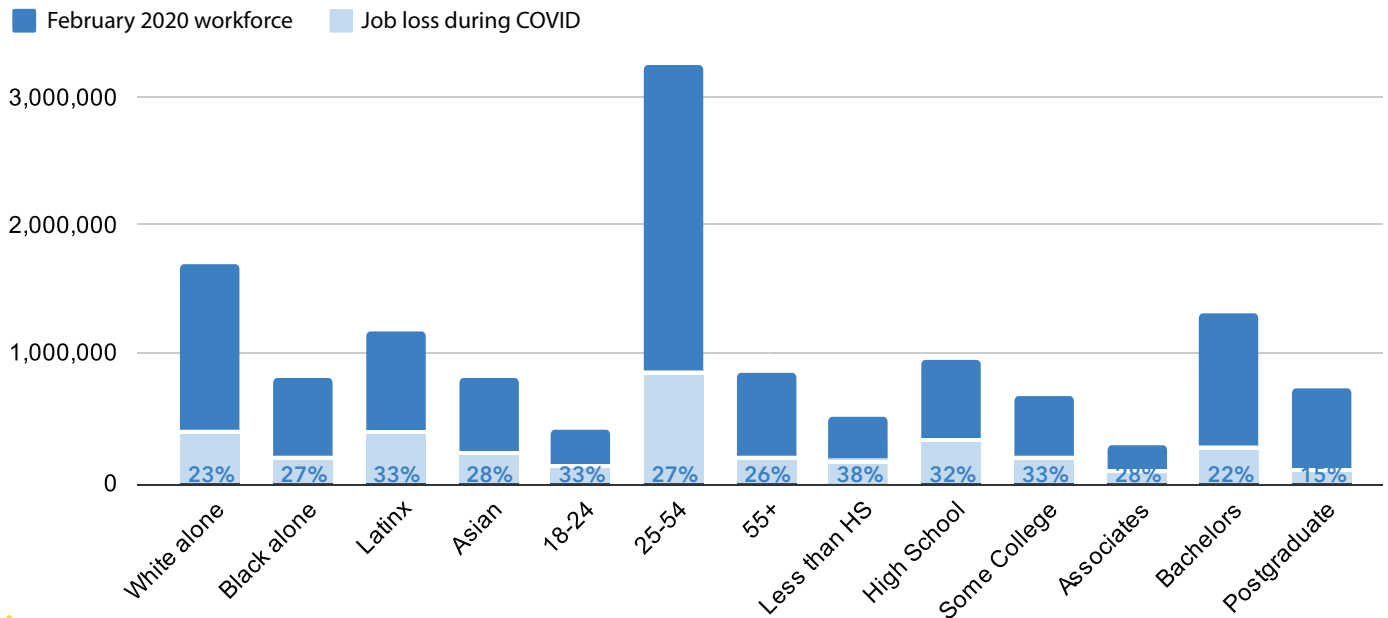
Percent Change in Total Jobs vs May 2019



Data: Bureau of Labor Statistics, Employment, Hours, and Earnings - State and Metro Area, Accessed July 27, 2021.

Job Loss During COVID

Data: James Parrott, Center for New York City Affairs, New York City's COVID-19 Economy Will Not Snap Back, February 2021.
Chart: RPA



According to The Center for New York City Affairs, as of June 2021:¹

- ▶ 60% (or 600,000) of unemployed city residents are considered long-term unemployed, with more than a third being jobless for over a year
- ▶ Many workers returning to work can only find part-time work, with an estimated 160,000 involuntary part-time workers
- ▶ New York City jobs were 10.4% below February 2020; more than 3x the rest of the country

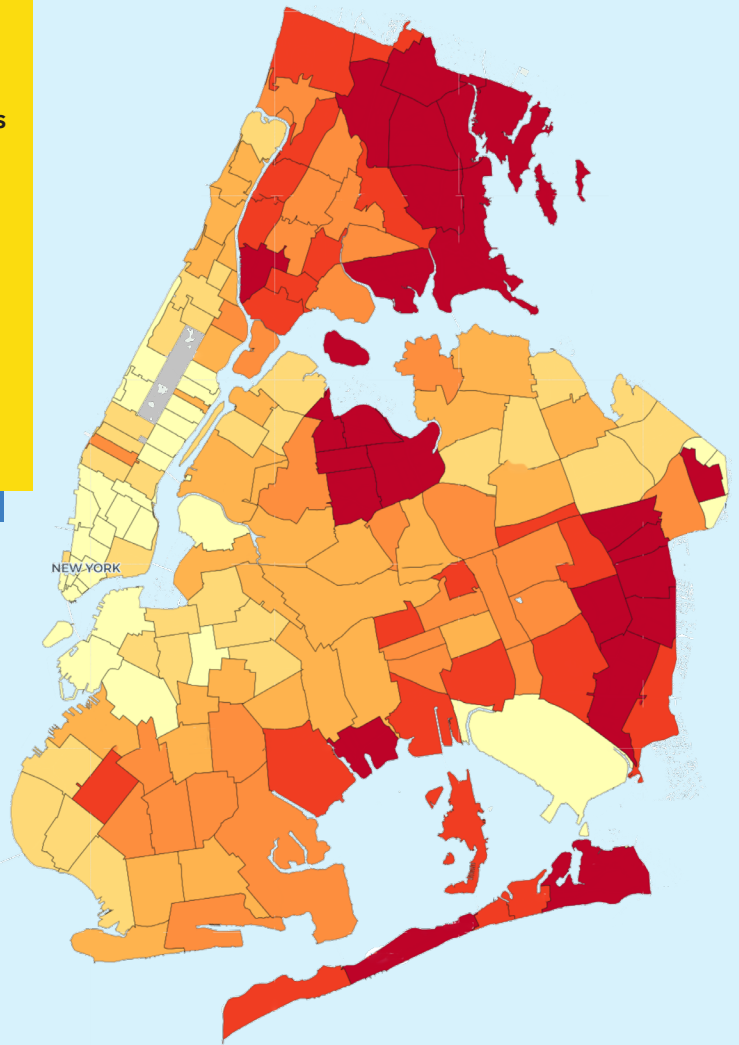
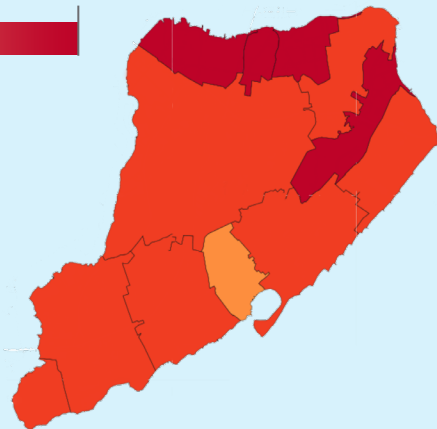
¹ The Center for New York City Affairs at The New School / James A. Parrott. Various presentations. (June and July 2021).

Covid-19 Infection Rates as of April 22, 2020

0.35% 3.32%



Map: ANHD
Data: NYCDOHMH



or business spending. The city's February to December 2020 job loss was five times greater than that of the Great Depression and a third worse than the combined economic downturn from the early-2000s national recession and the 9/11 attacks on the World Trade Center.

Because the pandemic hit New York City very hard early on, restrictions were greater here and lasted longer than in the rest of the United States. New York City lost 925,000 payroll jobs and an estimated 100,000 independent contractor jobs in the first two months. As of June 2021, the city has suffered proportionately the greatest job losses among the 25 largest cities in the country and has regained only 47% of lost jobs.³

³ The Center for New York City Affairs at The New School / James A. Parrott. "New York City's Covid-19 Economy Will Not Snap Back." (February 2021).

Job losses have been concentrated among low-paid service workers while relatively few high-paid finance or tech workers have lost jobs. Fifteen months after the pandemic started, employment in face-to-face industries is still significantly lower than February 2020 levels: down 64% in hotel industry; 34% in restaurants; and 31% in arts, entertainment and recreation. Meanwhile, employment in finance and insurance, the highest-paid sector, is off by only 2.5%. 64% of people who have lost a job had annual workplace earnings of less than \$40,000, while only 9% had earnings of more than \$100,000.⁴ Workers of color are 75% of those losing jobs citywide. Entry-level workers, those without a four-year college degree, recent immigrants and persons of color have a large presence in the face-to-face industries hardest hit by the pandemic.⁵

⁴ The Center for New York City Affairs at The New School / James A. Parrott. Various presentations. (June and July 2021).

⁵ The Center for New York City Affairs at The New School / James A. Parrott. "New York City's Covid-19 Economy Will Not Snap Back." (February 2021).

Challenging the Current System



Image: Streetslab

VALUES

+

MECHANISMS

+

OUTCOMES

=

SYSTEM

In order to better understand the current system of economic development and the Inclusive Growth vision primed to replace it, this report breaks these systems down into a number of elements: values and narratives, mechanisms and outcomes.

Values and narratives are the underlying beliefs that are the foundation of our current socioeconomic existence and that would drive an Inclusive Growth model. They transform themselves into a set of

outcomes through a variety of mechanisms such as governance and decision-making structures and resource allocation strategy.

The current system of economic development is enacted through mechanisms undertaken by public, private and community institutions that prioritize wealth accumulation in the form of profit making. An Inclusive Growth strategy is enacted through mechanisms undertaken by public, private and community institutions and community members that center on and prioritize the material needs of local communities, particularly those that have systematically been excluded from economic growth, development and opportunities.

The Current Landscape of Economic Development

Values driving the current system of economic development

The current system of economic development prioritizes profits and wealth accumulation over people, which maintains the U.S.'s long standing systems of wealth, power, privilege and inequality. These systems are upheld by several pillars – racism, patriarchy, capitalism and ableism – which facilitate access and opportunity for some while limiting or excluding it for others. Recent events, including violence against the Asian American and Pacific Islander community, the rise of the Black Lives Matter movement, and the explosion of voter suppression laws in U.S. states has increased recognition of the role of white supremacy at the heart of our current systems.

The underlying values and narratives of New York City's current system of economic development dictate and direct benefits and resource distribution, control, decision making, power and outcomes.

These systems' values turn into the outcomes of unequal and unjust life experiences and has the effect of benefiting the few over the many. As with most institutions and systems in the U.S., white supremacy lies at the heart of the current economic system. As explained by Elizabeth 'Betita' Martinez in the Catalyzing Liberation Toolkit, "White supremacy and economic power were born together. The U.S. is the first nation in the world to be born racist and also the first to be born capitalist. That is not a coincidence. In this country, as history shows, capitalism and racism go hand in hand."⁶ Like the rest of the U.S., New York City functions in this economy, and our economic development system reacts to this reality.

⁶ Catalyst Project / Elizabeth 'Betita' Martinez. "Catalyzing Liberation Toolkit: Anti-Racist Organizing to Build the 99%." (June 2012).

Challenging this current system is imperative to putting in place a better and more inclusive one.

The growing inequities of our last recoveries have demonstrated that working within the existing system will not result in the change we need. Three tenets of this system are especially necessary to challenge if we are to change our understanding of economic development and transform our current systems:

- ▶ **Social hierarchies in decision making:** Because of the power imbalances in our society, people exist in hierarchical relationships with each other. Stratification happens largely along racial and gender lines, enshrining white patriarchal power. Within our current system of economic development, these values show up as a form of savior complex, with a small and homogenous group of those in power making decisions about what is best for those without it.
- ▶ **Individualism:** One key principle of our system is the narrative of self-made individualism, "pull yourself up by the bootstraps" logic where people elevate their socioeconomic status without any outside help. This particular narrative establishes individuals as the prime tool for success and source of benefit, and ignores the reality that different people and communities have different bootstraps or none at all. This actively ignores the role of intergenerational wealth and power accumulated by political and economic elite and decision makers.
- ▶ **Austerity and scarcity:** The idea that government spending needs to be limited due to budget deficits and limited resources, and the reliance on the private sector to deliver the most public benefit for the lowest public cost and burden.

Processes and stakeholders driving the current system of economic development

On a city level, active government stakeholders and decision-makers in the current system of growth and development include many agencies and government-controlled corporations, City Council, and city government leadership. There are also a number of private and non-profit economic development groups who support the system, such as local neighborhood development organizations and chambers of commerce. Overall, the current system is heavily reliant on attracting new, external businesses or growing large businesses into even larger entities in order to demonstrate large-scale growth, instead of nurturing a larger quantity of small but diversified businesses and worker cooperatives. There are relatively few programs in New York that are focused on helping small businesses and non-profits scale up. And of those that do exist, most do not include programs to help employers find, train and retain the workers they need.

According to the New York City Economic Development Corporation (NYCEDC), the economic development process is “bringing emerging industries to the five boroughs; creating the spaces and facilities they need to thrive and create jobs; giving New Yorkers the tools and training to succeed in those jobs; and investing in the public infrastructure and neighborhood development projects that make this city a great place to live, work and do business.”⁷

There are five categories of action that New York City uses to stimulate economic development:

- ▶ city-owned property (lease land / buildings)
- ▶ capital investment
- ▶ land use tools
- ▶ direct financial investment and support
- ▶ financing and tax incentives

Each type of action has a varying degree of control that New York City can use to mandate or incentivize behavior change among stakeholders involved in a project or development.

⁷ New York City Economic Development Corporation. “Meet NYCEDC.” (n.d.)



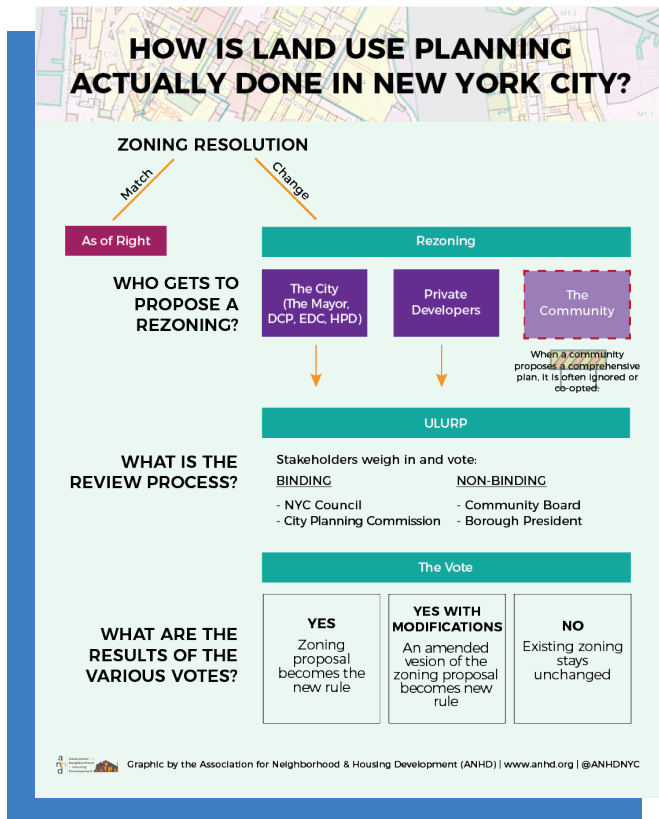
Non-Inclusive Decision Making

People do have the ability to become civically engaged and influence decision-making. But for poor and working-class New Yorkers, multiple jobs, insecure housing, health issues, language barriers and caregiving make engagement in complex public processes or public decisions more challenging. This is also paired with systemic racism, patriarchy, xenophobia, ableism, homophobia and the intersections of these forms of oppression that have intentionally limited or outright denied many New Yorkers from civic engagement.

Currently community participation, most notably in development projects, suffers from several obstacles. People, especially those most unable to donate their time, are not paid for their time and labor; what people and the community are being asked to do, or whether any feedback will actually be heeded, are not clear; and there is no way of holding anybody accountable for what local residents say they need.

While New York City has implemented planning, land use and budgeting processes that solicit community input, these efforts have largely failed to ultimately build sufficient access to good paying jobs, truly affordable housing and economic opportunity for low-income communities of color. And when these communities engage and organize, they are often historically excluded by government structures uninterested in these communities' concerns and positions, with independent efforts for neighborhood-based plans from these communities being continually shelved or greatly altered by successive

administrations. This means important decisions about the future of New York City, ones that could potentially even the playing field for the next generation, are more likely to be influenced by people who have historically had influence and access, especially wealthy, white residents.



This stretches over decades. In the 1980s, New York City demolished over 100 homes and 50 small businesses in Downtown Brooklyn despite community opposition to make way for the MetroTech redevelopment.⁸ In the 1990s, the Red Hook community saw a watered down version of their 197-a plan passed, but ultimately the administration failed to implement the plan.⁹ In the early 2000s, the Greenpoint/Williamsburg community board passed a 197-a plan, which was again ignored when the Bloomberg administration rezoned the waterfront in 2005.¹⁰ No community boards have created a 197-a plan since 2009,¹¹ highlighting the failure of the City to honor community visions. Most recently Bushwick and Chinatown,¹² which each proposed community plans, had them ultimately rejected by the administration.

8 New York Times / Alan S. Oser. "Metrotech: A Test for a New Form of Urban Renewal." (January 6, 1985)
 9 NYC Community Board 6, Brooklyn. "Red Hook 197-a Plan." (July 14, 1994).
 10 NYC Community Board, 1 Brooklyn. "Greenpoint 197-a Plan." (2002).
 11 City Limits / Sadeef Ali Kully. "LES Groups Try to Revive Rezoning that De Blasio Admin. Rejected." (July 24, 2019).
 12 Curbed New York / Caroline Spivack. "Plans to rezone Bushwick are

There are parallel barriers in other areas, most notably budgeting. There was little public input and direction in New York City budgeting until 2011, when four councilmembers launched a Participatory Budgeting process to allow residents in their district to allocate part of capital discretionary funds.¹³ While participatory budgeting has gained support and grown in scale to over 30 council members, the vast majority of the city's now \$88 billion budget is determined only by each administration and the City Council.¹⁴ Recent campaigns have demanded that the City redirect funds from policing to support services for historically excluded and under-resourced Black, Indigenous and people of color (BIPOC) communities.

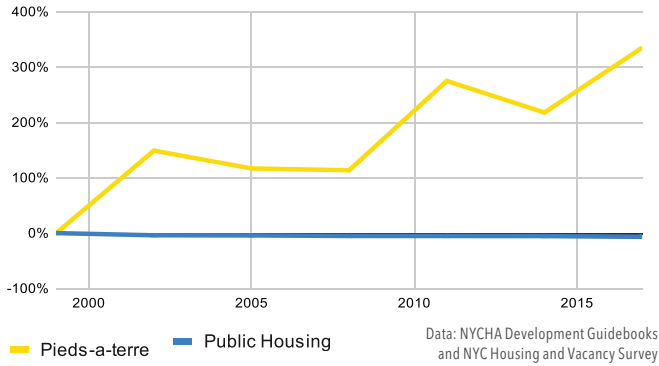
Outcomes of the current system of economic development

In practice and outcome, the current system of economic development often has an adverse or exclusionary effect on minority and low- and moderate-income communities, despite its stated intention of the opposite. By prioritizing profit and capital accumulation as the primary goals of development, the current system depends on too many New Yorkers simply surviving and getting by as an adequate economic outcome. Improvements to historically excluded communities' lives – such as access to better paying jobs or affordable housing – are either a collateral ripple effect or mismanaged and not accounted for in the long-term cycle of any project, rather than treated as the main objective.

For example, job creation is often touted as a critical outcome of economic development. However, there is no long-term plan or accountability baked into the system on who those jobs will go to, how long they will exist for and their quality.¹⁵ The system often functions on the presumption of long-term outcomes such as jobs and neighborhood benefits rather than tracking and ensuring such outcomes. Many companies that receive subsidies and incentives later lay off employees, move jobs out of the city, merge with other companies or cannot match the number of jobs actually created and occupied by local residents with

dead, for now." (January 13, 2020).
 13 New York City Council. "Participatory Budgeting." (n.d.).
 14 Ibid.
 15 New York City Council. "Oversight Hearing - New York Works, But for Whom? Examining the New York Works Jobs Plan Transcript." (March 18, 2019).

Change in New York City Dwelling Units: PIEDS-À-TERRÉ compared to Public Housing



the originally promised jobs. Below are a number of outcomes that have taken place under our current system of economic development.

Growth Without Equity

Over the last 50 years, we have had four major economic downturns: the fiscal crisis of the 1970s, the recession of the early 1990s, the post-9/11 recession and, of course, the Great Recession of a decade ago. Each time, our city has recovered. Central to all of these recoveries has been growth – new New Yorkers coming, jobs and businesses being created and new housing and infrastructure built. This is necessary for any city to thrive. As families grow and new people arrive in New York, homes, jobs, schools, parks and transportation are needed for them.

But it is obvious that we have failed at doing this equitably. Instead of new public housing, we have created new pieds-à-terre. Many new jobs are without benefits and a baseline standard of respect. Infrastructure often gets built for people with access to power, not the areas which need it most. Over the last several decades, and over all administrations, our growing city has been accompanied by ever growing inequality. This may not be solely, or even mostly, the fault of City policy, which is constrained by State and Federal policy as well as greater economic and social trends. But neither can the City disclaim its responsibilities by pleading helplessness in the face of greater political entities. New York City has significant powers and budget, both of which can be put to better use.



Inability to Meet Basic Needs

Prior to the pandemic, the cost of basic needs – housing, child care, food, health care, transportation and miscellaneous items, as well as the cost of taxes and the impact of tax credits – rose faster than earnings.

Since 2000, costs have increased 87% on average across all New York City boroughs, while median wages have increased only 31%.¹⁶

Over 2.5 million New Yorkers – 40% of households – lacked enough income to cover their basic necessities, and households with children have a greater risk of not meeting basic needs.¹⁷ Over a quarter of two-income households lacked enough income to cover basic needs.¹⁸ People of color were disproportionately more likely to experience higher income inadequacy rates across family composition, educational attainment and work status.¹⁹

People of color are disproportionately likely to lack adequate income

Income inadequacy rate by race/ethnicity

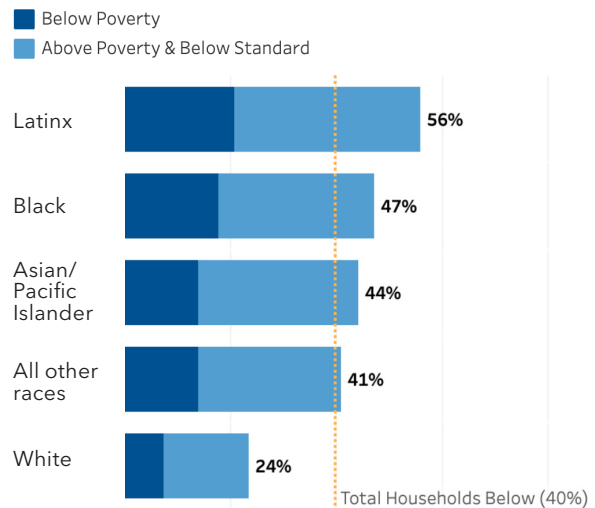


Chart: United Way of New York City, Self-Sufficiency Standard: Key Findings, Accessed 2021

For example, Latinx householders with a bachelor's degree are 16 percentage points higher than white householders with the same educational attainment to not be able to meet basic needs.²⁰ Simply put, merely surviving in New York City is becoming harder and harder for many more people, especially people of color.

¹⁶ United Way of New York City. "2018 Self-Sufficiency Standards Report." (April 2018).

¹⁷ Ibid.

¹⁸ Ibid.

¹⁹ Ibid.

²⁰ Ibid.

Lack of Affordable Housing

There is a critical need among New York City tenants for safe, healthy and truly affordable housing. This is most evidenced by the continued rise in homelessness, with over 120,000 people – including almost 40,000 children – spending time in the shelter system in FY 2020.²¹ In 2019, among low-income renters in New York City, 40% were either homeless or severely rent-burdened (paying more than half of their income in rent)²² and 15% faced the potential for eviction.²³ The lack of comprehensive, blanket tenant protections during the pandemic meant that more and more families were pushed toward the brink of eviction, with the worst Covid-19 impacts and greatest housing risks concentrated in majority Black and Latinx neighborhoods.²⁴ Meanwhile, access to public housing remains severely limited, with over 170,000 households on the NYCHA waitlist.²⁵ Access to other government-sponsored affordable housing is only slightly less limited; since 2013, the City has received over 25 million applications for 40,000 income-restricted units through Housing Connect.²⁶

²¹ Coalition for the Homeless. “Basic Facts About Homelessness in New York City.” (July 2021).

²² Center for Budget Policy and Priorities. “Federal Rental Assistance Fact Sheet NY.” (June 1, 2021)

²³ Community Service Society / Oksana Mironova and Thomas J. Waters. “A Sudden Shock to an Overburdened System: NYC Housing and COVID-19.” (April 6, 2020).

²⁴ Association for Neighborhood and Housing Development / Lucy Block. “How is Affordable Housing Threatened in Your Neighborhood, 2021.” (May 27, 2021).

²⁵ New York City Housing Authority. “NYCHA 2020 Fact Sheet.” (March 2020).

²⁶ The New York Times / Matthew Haag. “25 Million Applications: The Scramble for NYC Affordable Housing.” (June 15, 2020).

Employment and Earnings Gaps

New York State has the greatest income gap in the country, where the top 1% of earners makes almost 45 times as much as the rest of the population.²⁷

Inequality in New York City can be even more pronounced, with some of the highest concentrations of wealth and poverty in the world. Following the Great Recession, while the city experienced a quick and robust recovery in overall employment, many of these jobs have been concentrated in low-paid employment or temporary work, and wage growth has been weak²⁸.

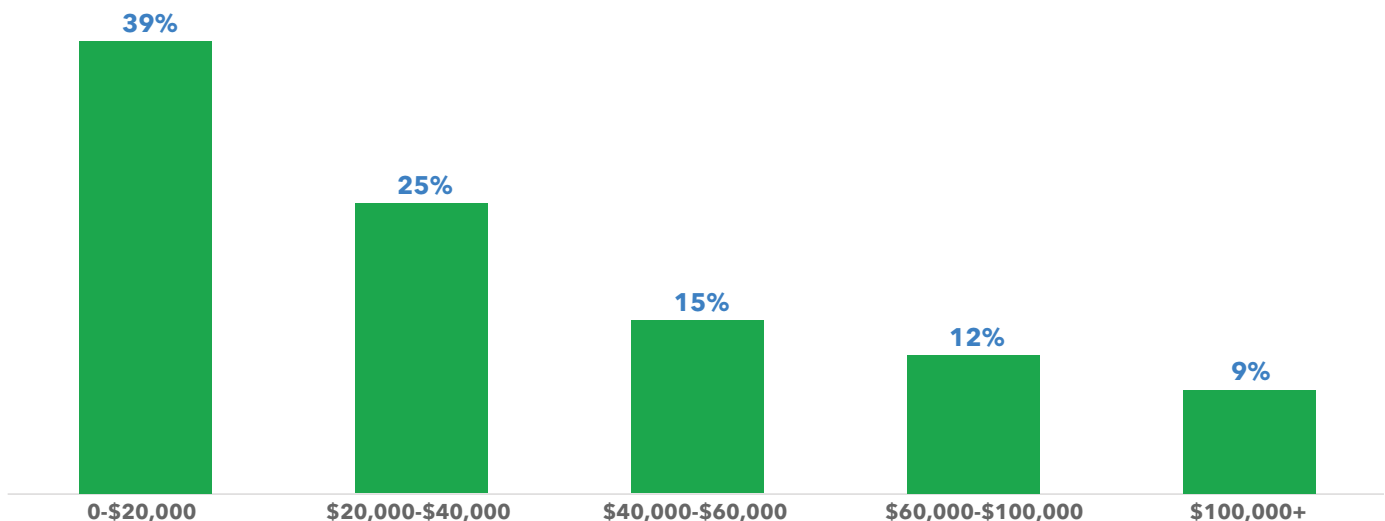
With 3.5 million low-wage workers, New York City is home to the highest number of low-wage workers in the country.²⁹

²⁷ Economic Policy Institute / Estelle Sommeiller and Mark Price. “The New Gilded Age, Income Inequality in the U.S. by State, Metropolitan Area and County.” (July 19, 2018).

²⁸ Regional Studies / Neil Lee. “Inclusive Growth in cities: a sympathetic critique.” (June 6, 2018).

²⁹ Brookings: Metropolitan Policy Program / Martha Ross and Nicole Bateman. “Meet the Low Wage Workforce.” (November 2019).

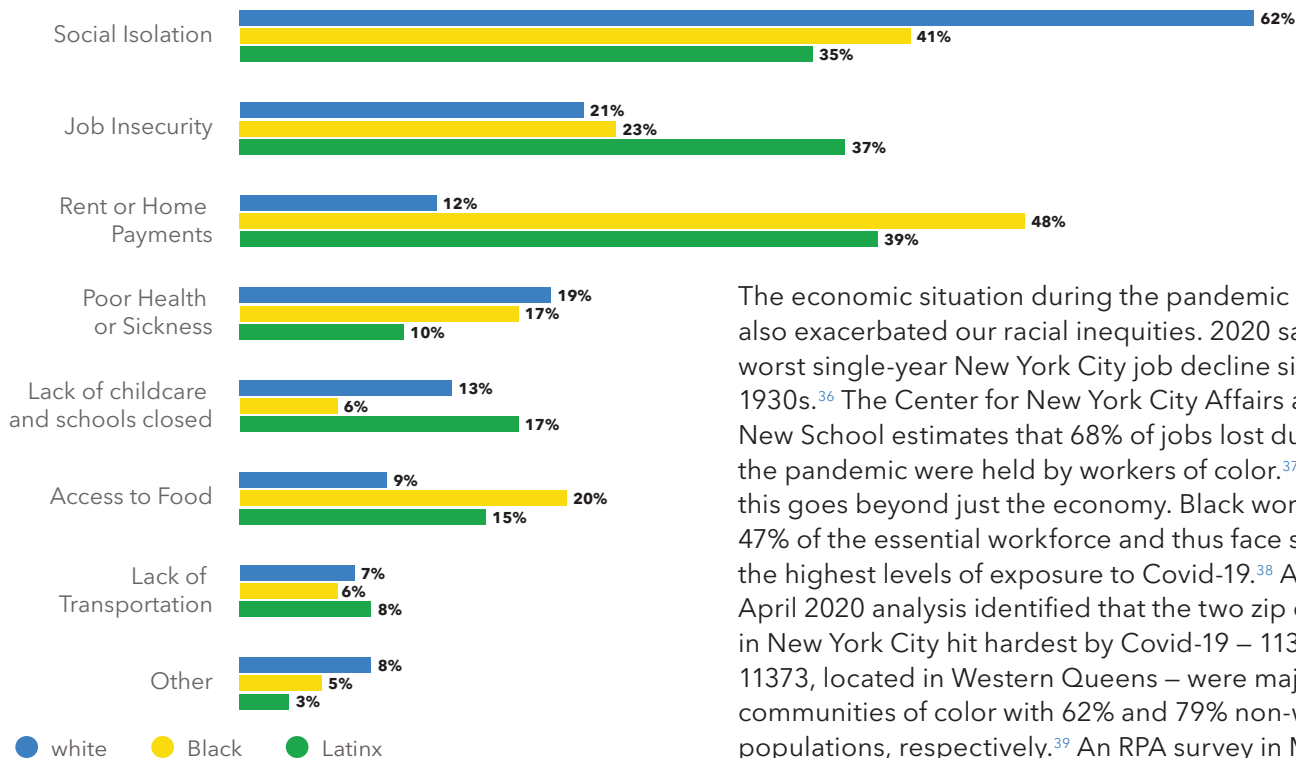
Share of Dislocated Workers as of December 2020 by Income Level



Data: James Parrott, Center for New York City Affairs, New York City's COVID-19 Economy Will Not Snap Back, February 2021. Chart: RPA

Issue Priorities by Race, March 2021

Regional Plan Association and Global Strategy Group, New York Metro Area Issues Survey, March 2021.



Nearly one million employed New Yorkers earned less than \$20,000 annually.³⁰ Between 2007-2017, the percentage of New Yorkers earning middle income wages dropped 3% – a quarter million people.³¹ In 2017, one in five New Yorkers was below the poverty line and over one million workers earned less than \$15 an hour.³²

The little wealth that lower earners have been able to accumulate was largely erased this past year, as job losses and the pandemic further exaggerated existing inequalities in access to quality education, paid family leave, housing, health care and broadband internet.³³ Lower-income earners are also much more likely to lose jobs due to the Covid-19 pandemic.³⁴ Nearly two-thirds of those likely to have lost jobs had annual workplace earnings of less than \$40,000, while only 9% had earnings of more than \$100,000.³⁵

The economic situation during the pandemic has also exacerbated our racial inequities. 2020 saw the worst single-year New York City job decline since the 1930s.³⁶ The Center for New York City Affairs at The New School estimates that 68% of jobs lost during the pandemic were held by workers of color.³⁷ And this goes beyond just the economy. Black workers are 47% of the essential workforce and thus face some of the highest levels of exposure to Covid-19.³⁸ ANHD's April 2020 analysis identified that the two zip codes in New York City hit hardest by Covid-19 – 11368 and 11373, located in Western Queens – were majority communities of color with 62% and 79% non-white populations, respectively.³⁹ An RPA survey in March 2021 found that social isolation was the largest concern for white respondents during the pandemic, while respondents of color were more likely to highlight rent or home payment, job insecurity or access to food (see graph above).

Racial Inequities in Business and Entrepreneurship —

Racial inequality is prevalent for business owners as well. The New York Urban League found that there are twice as many white entrepreneurs as Black entrepreneurs in the city.⁴⁰ Small businesses owned by people of color are less likely to have access to capital, business education or to benefit from business experience within their own family. This has also been exacerbated by Covid-19. One year into the pandemic, nearly three-quarters of minority-owned small businesses fear they will be forced to close if they do not receive immediate financial relief, and more than half of minority-owned small businesses could not pay their February 2021 rent.⁴¹

³⁰ The City of New York. "Career Pathways: One City Working Together." (November 21, 2014).

³¹ Ibid.

³² City of New York. "New York Works." (2017).

³³ Pew Research Center / Kim Parker, Juliana Menasce Horowitz and Anna Brown. "About Half of Lower-Income Americans Report Household Job or Wage Loss Due to COVID-19." (April 21, 2020).

³⁴ City of New York. "New York Works." (2017).

³⁵ The Center for New York City Affairs at The New School / James A. Parrott and Lina Moe. "The COVID-19 New York City Economy Three Months In: Reopening, and a Continuing Low-Wage Worker Recession" (June 29, 2020).

³⁶ The Center for New York City Affairs at The New School, James A. Parrott. "New York City's COVID-19 Economy Will Not Snap Back." (February 2021).

³⁷ Ibid.

³⁸ Ibid.

³⁹ Association for Neighborhood and Housing Development / Lena Afridi and Lucy Block. "Frontline Communities Hit Hardest by COVID-19." (April 2, 2020).

⁴⁰ New York Urban League. "The State of Black New York." (2020).

⁴¹ Local Initiatives Support Corporation (LISC) NYC, "New York City Minority-Owned Small Business Report." (April 2021).



Image: JC Kole

ANHD's analysis found that following the Federal government's first round of the Paycheck Protection Program (PPP), nearly 140,000 loans – 86% of all PPP loans in the city – were under \$150,000, meaning the majority of loans went to small businesses.⁴² However, the geographic distribution of loans largely matched pre-existing inequitable lending patterns, with lower concentrations of loans in low-income communities and communities of color where Covid-19 had hit hardest.⁴³

A Bifurcated Workforce

The rapidly transforming labor market and growing automation of the 21st century – now expedited by the pandemic and its dual dependencies on remote (predominantly higher wage) work and essential/service-based (predominantly lower wage) work – is magnifying disparities within New York City's workforce. Skills and credentials are becoming ever more critical to accessing and growing within a stable career, and workers who lack them are facing higher barriers to employment and stability. Despite this, New Yorkers have stark skills and credentials deficits that are exacerbated along racial and geographic lines.

There are more than 2.2 million adults without English language proficiency or a high school diploma.⁴⁴

Lower level education skills are not the only examples of skills and credential gaps in workforce development. For example, the tech sector has steadily grown in New York City over the last decade, ushering in a multitude of new middle- and high-wage jobs which need very specific skills and credentials.

⁴² Association for Neighborhood & Housing Development / Jaime Weisberg. "New York's Small Businesses Left Out of the Paycheck Protection Program." (October 8, 2020).

⁴³ Ibid.

⁴⁴ Literacy Assistance Center / Sierra Stoneman-Bell and Ira Yank-witt. "Investing in Quality: A Blueprint for Adult Literacy Programs and Funders." (December 2017).

In total, nearly one in five (18%) jobs posted from April to November 2020 was for a tech position.⁴⁵ As a result, many of these good jobs remain out of reach for New Yorkers with the most to gain.

The jobs most vulnerable to automation are disproportionately held by New Yorkers who are Latinx, younger, and male, with the jobs of young men of color most at-risk.

Among occupations that are the most highly automatable using technology that exists today, 76% of jobs are held by Black, Latinx, and Asian New Yorkers, even though they make up just 57% of the city's total workforce.⁴⁶

Prior to the pandemic, the unemployment rate for New Yorkers without a college degree was almost double that of the working age population as a whole. While there were 400,000 self-employed, or freelance, New Yorkers, "gig work" is often low-paid, unstable, and lacks basic labor protections and benefits afforded to traditional employees.⁴⁷ In New York City, while the income gap increased, the city failed to create skills training for middle-income quality jobs.⁴⁸

⁴⁵ Center for an Urban Future / Eli Dvorkin and Amber Oliver. "Tech Jobs in the City are Growing; Here's How to Make Sure New Yorkers Can Fill Them." (May 2021).

⁴⁶ Center for an Urban Future / Eli Dvorkin, Charles Shaviro, and Laird Gallagher. "Upskilling For An Equitable Recovery: Hardest-hit New Yorkers Most Vulnerable To Automation." (March 2021).

⁴⁷ City of New York. "New York Works." (2017).

⁴⁸ The Center for New York City Affairs / Lina Moe, James A. Parrott, and Jason Rochford. "The Magnitude of Low-Paid Gig and Independent Contract Work in New York State." (February 11, 2020).

An aerial, top-down photograph of a diverse group of people walking across a crosswalk on a city street. The crosswalk consists of several thick white stripes on a dark asphalt surface. The people are of various ages, ethnicities, and are dressed in casual to business-casual attire. Some are carrying bags, backpacks, or strollers. The overall scene conveys a sense of busy, everyday urban life.

Future Landscape of Inclusive Growth

The daily life of New Yorkers should be marked by personal and communal prosperity, stability, well-being, dignity and agency to choose their own path and realize their own vision of purpose and success. Inclusive Growth means that all New Yorkers have access to quality careers and livelihoods, affordable housing and economic opportunity through transparent and community-led development and planning driven by the assets, aspirations, needs, priorities and interests of historically excluded communities, especially those historically excluded from realizing the benefits of economic growth. It seeks to actively diminish structural inequity and barriers to individual and communal self-sufficiency and prosperity.

Below we outline the general values, narratives, processes and outcomes of an Inclusive Growth model. Specific recommendations on how these can be transformed into policies can be seen in the recommendations section of this report.



Image: NY State AFL-CIO

Values driving an Inclusive Growth system

Thriving, Stable and Sustainable Daily Life

Inclusive Growth leads to prosperity for most people, with communities who have been left behind having more of a say in shaping economic development processes, planning and leadership.

The self-sufficiency to meet one's basic needs and the dignity of contributing to society and receiving fair, living-wage compensation for this contribution must be the minimum marker for an inclusive society.

The current economic development model depends on too many New Yorkers simply surviving and getting by. An Inclusive Growth model centers the long-term well-being of those currently on the bottom and sidelines as its driving principle. This stands in stark contrast to the current model of economic development, which prioritizes private profit and capital accumulation as the primary goals of development. Instead of being a playground for the rich and famous, New York City will be a playground for kids, abuelas and everyone in between.

Racial Equity and Intersectionality

Different communities have different needs, foundations and starting points when it comes to economic participation and growth. These differences have been driven by white supremacy, both historic and active disinvestment, and marginalization and exclusion by public and private stakeholders and institutions. An Inclusive Growth model must take these structural barriers into account and structure investments, processes and decision-making based on the specific needs, interests and ideas of these communities. This includes communities that are low- and moderate-income; Black and Brown people; Asian American and Pacific Islanders; women; queer, trans, and gender non-conforming people; Indigenous communities; immigrants and undocumented people; those that are houseless; people with disabilities; youth and elders; and those that have been impacted by the criminal justice system. Intersecting root causes must be solved with intersecting solutions and stakeholders, particularly through a racial, gender and class lens. Inclusive economic development should be restorative, with those most harmed by marginalization and disinvestment receiving the greatest benefits from new economic development in order to build prosperity, self-determination and power.

Processes and stakeholders driving an Inclusive Growth system

A Bottom “Up and Out” Resource Flow that Prioritizes Community Investment

Human capital and talent is the primary pillar and source of prosperity and growth within our communities and among our businesses. This means that our economy and policies must flow from the bottom up and out, rejecting failed trickle down economics whose outcomes have been growing inequality and concentrated wealth. An Inclusive Growth model rejects austerity policies, resource scarcity as a given and budget cuts to public goods and services as necessary tools for a healthy economy. Public spending in the public interest on infrastructure and social services is an investment, not a cost, that enhances individuals’ lives and society’s future productivity. Instead of defining development as an issue of how to distribute New York City’s resources, it focuses on how we share its abundance more equitably. A “bottom up and out” strategy explicitly acknowledges that people, business and communities are not interchangeable and bring cultural and social value to our neighborhoods beyond economic output. Existent communities and businesses must be strengthened and supported in their evolution and development.

Access to Resources, Networks and Connection

Historically excluded communities must have access to both direct and indirect growth opportunities and resources that come out of economic development processes and projects. Barriers to employment and entrepreneurship must be proactively addressed and removed. Quality careers in growth sectors should be prioritized over low-wage jobs. Local entrepreneurship and innovation should be nurtured and supported. These strategies should break intergenerational poverty and create long-term stability and prosperity, however individuals and communities choose to define this for themselves.

Collective Self Determination and Governance

Community residents have true power and agency in inclusive development processes. Those on the frontlines of the city’s crises – intergenerational poverty, unaffordable housing, illness, overcriminalization and fossil fuel pollution and extraction – must be leading the solutions for them. This can be done through structures that enable democratic decision making and empower constituents who historically have had their agency and participation deprioritized and instead have been only included at the end of a process or asked to function as a rubber stamp. Proper community input can counteract decades of power and money that has been accumulated by other stakeholders in the systems that currently drive development.

Targeted Universalism

Targeted Universalism means setting all-encompassing goals for everyone that can be achieved by using tailored approaches for specific communities based on their particular needs and requirements toward being able to achieve a universal goal. Within a Targeted Universalism framework, universal goals are established for all groups concerned. While those goals may benefit everyone, the approaches have to be nuanced across population segments. This approach targets the various needs of each group while reminding the larger group that they are all a part of the same social fabric. Typically historically excluded or underserved groups are moved from societal neglect to the center of societal care at the same time that more powerful or favored groups’ needs are addressed. Target Universalism identifies a fundamental flaw in blanket universal approaches that overlook the reality that different groups may be situated differently relative to the institutions and resources of society.⁴⁹

⁴⁹ The Othering & Belonging Institute at UC Berkeley / john a. powell, Stephen Menendian, Wendy Ake. “Targeted Universalism: Policy & Practice - A Primer.” (May 2019).



Outcomes of an Inclusive Growth system

Regenerative, Sustainable and Communal Growth

An Inclusive Growth model rejects and works to heal communities from the current extractive economic model that has removed wealth and resources through the depletion and degradation of natural resources, the exploitation of labor and the accumulation of wealth and power by narrow sets of interests. Instead, the purpose of Inclusive Growth is regenerative and sustainable development that meets the social, cultural, ecological and wellness needs of communities most harmed by extraction,

disinvestment and exclusion. New growth and development are necessary for uplifting and empowering historically excluded communities and maintaining the cultural dynamics of communities, and older infrastructure should be renovated and repaired. The limited amount of public resources and land should not be used to subsidize or incentivize luxury and for-profit developments, and instead be used to support equity goals and outcomes for currently historically excluded communities.

The Inclusive Growth framework strives to move our system from the current reality toward a system of equity in the near term and liberation in the long term.



Image: RPA

Reality

In reality, some groups have more resources, enabling them to have more opportunities than others.

Equality

Equality provides everyone with the same resources, but that may not allow rectification for certain disadvantages others face.

Equity

Equity is the allocation of resources based on need to particular groups and individuals.

Liberation

Liberation removes all impediments for everyone so they can participate in society freely.

Three Core Pillars of Inclusive Growth

While Inclusive Growth encompasses many aspects of our city, the NYC Inclusive Growth Initiative is starting with three core pillars of change – economic development, workforce development and affordable housing. We identify these as what people need to live well within a community. The core pillars are the key to forming a more equitable New York City, and must operate in tandem to address critical areas of daily life for the city to survive and thrive.



Economic Development

Economic development is much more than just creating jobs and economic activity – at its heart, it means the ability for every resident to live a better life. It can mean jobs that instead of requiring sporadic schedules and low pay, allow for time for family and personal growth and lead to secure, successful careers. It can mean helping small businesses thrive, grow and remain competitive. It can mean the technology to combat health epidemics and adapt to climate change. It can mean building new transit lines near affordable housing, making commutes quicker and lives more convenient. It can mean families accumulating enough wealth to be secure.

But this is only if the prosperity that results is broadly shared. When both the decision-makers and those who benefit financially from economic development projects are those least in need, it is understandable when support for the concept as a whole diminishes. But when the decision-making is inclusive and the benefits shared equitably, a civic consensus can emerge to make the kind of progress we need.

Workforce Development

The economy has been undergoing rapid and dramatic changes bolstered by automation, requiring workers to remain lifelong learners and design their own career pathways, thus making traditional ways of training and educating obsolete. Today's labor market demands that workers constantly upgrade their skills and learn new ones in order to remain competitive. Unfortunately, the current underfunded, siloed and ineffective workforce development system in New York City – made up of hundreds of programs and organizations – is woefully inadequate in sup-

porting the growing demand and complexity of training, upskilling and finding employment for millions of New Yorkers, both workers and small businesses owners.

Every New Yorker should have access to a quality career and livelihood that enables a living wage, upward mobility, and the ability to contribute to economic growth and development in their communities. With a quality career and livelihood, one is able to pay for their housing and contribute to the economic and social development of both their neighborhood and New York City as a whole.

Affordable Housing

Affordable, safe, and secure housing provides a foundation for the health and well being of individuals, families, and neighborhoods. The current approach to housing development – which prioritizes private sector profit, allows public housing to remain in disrepair, and isolates New Yorkers experiencing homelessness – has exacerbated racial disparities leading to housing instability and economic precariousness in communities of color. Workforce development can provide good paying jobs, and with a good paying job, an individual can afford to pay their family's rent. But when the rent is too high, that money simply becomes a wealth transfer to landlords. New York City's strategies to spark economic development have often come at the cost of displacement of long-term residents, particularly those who are Black and Brown. Thus, truly affordable housing development and preservation are key to an Inclusive Growth framework.

Beyond The Three Core Pillars

Many different issue areas intersect with economic development, workforce development and affordable housing. The Steering Committee's wide berth of expertise is invaluable in providing multiple perspectives and insights into the city's numerous challenges. While many of these different issue areas intersect with the three core pillars, many have been neglected or overlooked within city governance. The Steering Committee examined the topics in the following section in tandem with the core pillars to foster Inclusive Growth recommendations.

Aging

The number of residents who are 65 and over will grow dramatically in the next decade, and are projected to account for one out of every six New Yorkers by 2030.⁵⁰ For many members of this subset of the city's population, mobility is difficult, isolation is common, health care often inadequate and 55% of elderly renters are cost burdened.⁵¹

New York City is woefully inadequate in providing policy and programs to keep up with the workforce needs of this particular group. For instance, on the policy side, limits on financial aid for non-degree programs at colleges and universities limit skill opportunities for adults. On the programmatic side, almost no workforce development programs in New York focus particularly on advocating for older jobseekers. Such advocacy is critical because the biggest barrier facing older workers is ageism.⁵²

Climate and Sustainability

The same racist policies that segregated people of color and low-income communities into places with poor housing and environmental hazards have also left them more vulnerable to flooding and extreme heat. Over one-third of people living in flood prone areas are elderly, low-income, disabled or otherwise socially vulnerable, and low-income households are less likely to have air conditioning and more likely

to live in neighborhoods with fewer trees and green spaces, making them more likely to suffer from extreme temperatures.⁵³

Criminal Justice

For decades, our criminal justice system has essentially criminalized poverty and held people, almost exclusively Black and Brown New Yorkers, in truly vile, illegal and at times torturous conditions even when not convicted. More than 370 people died in New York City jails between 2001 and 2019.⁵⁴ This does not include fatalities from Covid-19, which disproportionately infected prison populations. When people come out of prison, they face higher barriers among housing⁵⁵ and employment systems,⁵⁶ entering a cycle that leads to higher recidivism.

Disability and Accessibility

People with disabilities face systemic bias and barriers to employment everywhere. New York City can and should be a beacon of equity and accessibility. Yet 30% of New Yorkers with disabilities are living in poverty today.⁵⁷ Only 35% of working-age people with disabilities were employed pre-pandemic, and it is estimated that half of them have lost their job since.⁵⁸ In addition, people with disabilities struggle with the cities' aging infrastructure and failure to per-

50 U.S. Census Bureau. "By 2030, All Baby Boomers Will Be Age 65 or Older." (December 10, 2019).

51 Justice in Aging / Patti Prunhuber and Vivian Kwok. "Low-Income Older Adults Face Unaffordable Rents, Driving Housing Instability and Homelessness." (February 2021).

52 U.S. Equal Opportunity Commission / Victoria Lipnic. "The State of Age Discrimination and Older Workers in the U.S. 50 Years After the Age Discrimination in Employment Act." (June 2018).

53 Regional Plan Association. "Fourth Regional Plan, Recommendation #37 - Cool our Communities." (November 2017).

54 Queens Daily Eagle / David Brand. "More than 370 people have died in NYC jails since 2001." (October 23, 2019).

55 Humanity in Action / Yasemin Balci and Sydney Krauss. "The Second Sentence: Obstacles to Public Housing in New York City for Women with Criminal Records." (November 2017).

56 Prison Policy Initiative / Lucius Couloute and Daniel Kopf. "Out of Prison & Out of Work: Unemployment among formerly incarcerated people." (July 2018).

57 NY1 / Debora Fougere and Cheri Wills. "Breaking Down Barriers for the Disabled." (March 21, 2021).

58 Ibid.

form proper maintenance, with only 25% of subway stations currently meeting ADA requirements for example.⁵⁹

Food Security

Although Covid-19 has illuminated food security as a public health crisis, it is not exclusively a result of the pandemic. Nearly 1.2 million New Yorkers were food insecure as of early 2020 with higher rates among Black and Latinx populations compared to whites, a number that swelled to 1.6 million due to pandemic stressors.⁶⁰ In a survey conducted by the CUNY Urban Food Policy Institute, people of color reported being twice as likely to not have sufficient funds to pay for food as white New Yorkers during the Covid-19 crisis.⁶¹

Gender and Sexuality

New York's LGBTQI+ and gender non-conforming community is a vital part of the city's population, culture and economy. Yet a survey by the New York City Comptroller found that 18% experienced homelessness, especially those who were Black, Latinx, transgender or gender non-conforming.⁶² And 21% reported being not promoted, not hired, fired or forced to resign due to sexual orientation or gender identity.⁶³

Higher Education

New York City has consistently underinvested in adult education and job training over the course of decades. Failed policies and inadequate systems have sustained racial and economic inequity, and continued impoverishment of our communities. For example, 2.2 million New York City residents, the majority of which are immigrants, lack English language proficiency, a high school diploma or both.⁶⁴ But less than 4% of New Yorkers who need adult literacy education services have the opportunity to continue their education through publicly-funded programs because local funding has been unreli-

⁵⁹ Gothamist / Clarisa Diaz. "Infographic: How Much Of The NYC Subway Is Accessible?" (March 5, 2020).

⁶⁰ NYC Food Policy. "Food Forward NYC: A 10-Year Food Policy Plan." (February 2021).

⁶¹ CUNY Urban Food Policy Institute / Nicholas Freudenberg. "Food Security in New York City in the Time of COVID-19: Reports from the CUNY SPH COVID-19 Survey." (December 21, 2020).

⁶² Office of NYC Comptroller. "Results of a Survey of LGBTQ New Yorkers." (June 20, 2017).

⁶³ Ibid.

⁶⁴ Literacy Assistance Center / Sierra Stoneman-Bell and Ira Yank-witt. "Investing in Quality: A Blueprint for Adult Literacy Programs and Funders." (December 2017).

able and insufficient to address the supply versus demand.⁶⁵ New Yorkers who were failed by the public school system have been abandoned as adults without access to education and training that would empower them with real economic opportunity through living wages, career mobility and job quality.

Immigration

Without new immigrants, New York would have lost population over the last 40 years and almost certainly would have suffered the same economic decline as many other formerly industrial cities. Yet from housing discrimination to violence against Asian Americans, these New Yorkers often face unique burdens. New York's half-a-million undocumented immigrants are often denied basic services as a matter of public policy, subject to arbitrary detention and are underpaid and kept from advancing in most jobs, limiting their ability to contribute to New York's economy.⁶⁶

Infrastructure and Transportation

New York City has been a pioneer of urban infrastructure since its inception. We are home to the world's most iconic skyscrapers and subways, parks and bridges. But the City started to let much of it fall into disrepair and has struggled to create new infrastructure as quickly and efficiently as in previous eras. We have the longest commutes in the nation, transit deserts that limit job access for many communities of color, and a digital divide that prevents many low-income New Yorkers from fully participating in the 21st century economy. Slow and unreliable public transit affects BIPOC and low wage communities the most. In New York City, 44% of Black residents took transit to work, as did 39% of Asian and 36% of Latinx residents – compared to 24% of white residents.⁶⁷

K-12 Education

There are over one million students in the New York City school system, the largest in the nation.⁶⁸ Enrollment and demographics data reveal that students are isolated by race and socioeconomic status, making it also one of the most segregated in the nation.⁶⁹

⁶⁵ Literacy Assistance Center / Sierra Stoneman-Bell and Ira Yank-witt. "Investing in Quality: A Blueprint for Adult Literacy Programs and Funders." (December 2017).

⁶⁶ Fiscal Policy Institute and Institute for Taxation and Economic Policy. "Concrete Gains for New Yorkers from Federal Immigration Proposal." (February 1, 2021).

⁶⁷ TransitCenter. "TransitCenter Equity Dashboard - The New York Story." (2021).

⁶⁸ NYC Department of Education. "DOE Data at a Glance." (2021).

⁶⁹ Public School Review / Grace Chen. "New York's Schools are the Most Segregated in the Nation." (November 14, 2019).

Only 28% of schools in the city are diverse⁷⁰ where 74.6% of Black and Latinx students attend a school with less than 10% white students.⁷¹ Additionally, 34.3% of white students attend a school with more than 50% white students.⁷²

While attendance, achievement, high school graduation and college enrollment have all improved, large disparities associated with race and ethnicity, neighborhood and family income remain. For example, Black and Latinx students and students from low-income families are much less likely to graduate from high school and enroll in college.⁷³ In 2018, the graduation rate was 70% for Latinx students, 72% for Black students, 84% for white students and 88% for Asian students.⁷⁴ These disparities and related educational gaps are often traceable to early disadvantages in student opportunity.⁷⁵

Land Use

Land use in New York is often a balance of local and city-wide needs. But our localized system of land use means neighborhoods with greater access to power, generally white and wealthy ones, tip the balance in their favor by rejecting unwanted land uses and leaving low-income neighborhoods to absorb a disproportionate amount. For instance, the South Bronx is a majority Black and Latinx community where residential neighborhoods are enclosed by major highways with constant truck traffic, and the number of asthma-related emergency room visits among children is nearly three times higher than the city-wide average.⁷⁶

Manufacturing

Speculation on industrial land threatens the manufacturing sector, which provides good paying jobs for people without a college degree. In New York City, 80% of industrial jobs are held by people of color.⁷⁷ According to the New York City Manufacturing and

Industrial Innovation Council, the city lost nearly 18% of its industrial space to residential and commercial uses from 2005 to 2015 alone.⁷⁸ Transforming manufacturing zones into residential areas can lead to significant loss of good paying jobs. The speculative environment also constrains mission-driven industrial development, further limiting opportunities for affordable industrial space and good jobs.

Public Life and Culture

In urban planning, spaces are broadly grouped together in zones that assume that its uses are interchangeable. For example, a local bodega and a bank branch are treated as equivalent, without examining the many differences and varying contributions to neighborhood life.

Another lens to understand public life and culture is through rooted networks of people who have been living in community together, sharing practices, stories, history and mutual support. In many cases, cultural networks focus around local cultural institutions: bodegas, queer bars, arts centers, barbershops, houses of worship and parks. During the development process, many of these local cultural institutions have been treated on the same footing as others not cemented in the community. This risks uprooting and displacing these institutions and destroying the nodes of our cultural networks.

Small Business

Small business financing from traditional banks is distributed unevenly across New York City. In many low- and moderate-income communities, access to financing remains out of reach for entrepreneurs and business owners, particularly those who are people of color. For example, the Bronx received the least number of small business loans of any borough, with some neighborhoods, such as Kingbridge, receiving less than even a third of the average number of loans given city-wide.⁷⁹ In the development process, including ULURP and the environmental impact review that leads up to it, there is no accurate assessment of the commercial tenant displacement potential of the project, and the full impact of such projects on small businesses cannot be measured.⁸⁰

⁷⁰ NYC Council. "School Diversity in NYC." (2021).

⁷¹ NYC Council. "School Diversity in NYC." (2021).

⁷² Ibid

⁷³ Steinhart School of Culture, Educational and Human Development at New York University. "How Have Key Student Outcomes Changed in NYC Schools?" (2021).

⁷⁴ The Official Website of the City of New York. "Mayor de Blasio and Chancellor Carranza Announce Record High Graduation Rate." (January 30, 2019).

⁷⁵ Steinhart School of Culture, Educational and Human Development at New York University. "How Have Key Student Outcomes Changed in NYC Schools?" (2021).

⁷⁶ Bronx Community District 1. "Community Health Profiles - Mott Haven and Melrose." (2018)

⁷⁷ The New York City Council. "Engines of Opportunity." (November 2014).

⁷⁸ New York City Manufacturing and Industrial Innovation Council.

⁷⁹ Association for Neighborhood & Housing Development / Lena Afridi. "Taking Care of Business: Understanding Commercial Displacement in NYC." (December 5, 2017).

⁸⁰ Pratt Center for Community Development / Jen Becker and Elena Conte. "Flawed Findings II." (January 2020).

Recommendations



Image: RPA

CORE PILLARS OF INCLUSIVE GROWTH

ECONOMIC DEVELOPMENT

WORKFORCE DEVELOPMENT

AFFORDABLE HOUSING

BEST PRACTICES

The recommendations below have been organized within the Core Pillars of Inclusive Growth (Economic Development, Workforce Development, Affordable Housing) by a complementary organizational structure: People, Community and Systems.

These three pillars rest on a set of foundational best practices. The rationale behind this system is to gauge the recommendations by scale for implementation. This paradigm mitigates siloing recommendations into overly narrow areas of impact and takes into account a more cohesive and holistic view of New York City.

There is a natural synergy between People, Community and Systems, and the structure by which the recommendations are organized looks at how they are interlinked. Ultimately, individuals are the intended beneficiaries of these recommendations. However, we understand that recommendations that benefit

communities and systems should, in parallel, benefit individuals as well. While there is no hierarchy in this structure in terms of prioritizing one set of recommendations over another, it is organized in three tiers broken out by scale - individuals are considered the first-tier, followed by the community the individuals choose to represent, and the systems that directly and indirectly impact their everyday functions.

We strived to foster intersectionality across the Core Pillars. The Steering Committee consists of a wide gamut of folks with experiences that range across personal, professional and academic. Every member of the 18-person Steering Committee has provided their enthusiastic input. The Committee worked within a consensus framework, refining recommendations until alignment and agreement was reached. All participants had veto power, and consensus was defined as agreement not settling. Across the board, recommendations were driven by the goal of recognizing and changing power dynamics across New York City's systems and institutions in order to empower constituents who historically have had their agency and participation in these processes deprioritized or ignored.



Image: RPA and Make The Road New York

Foundations and Best Practices for Inclusive Growth

There are fundamental best practices to be utilized, and explicitly named, during all processes of Inclusive Growth.

There are details relative to the current system of economic development in New York City that repeated themselves across housing, economic development, and workforce development. These patterns yielded underlying issues and negative outcomes surrounding community development and investments, public buy-in and trust, and transparency and accountability. For example, we found that people close to problems in their communities were not often tapped for their interests and consulted on their expertise to weigh in on or find community-based solutions to that problem. An historical, systemic and unequal distribution of resources means that often root challenges - such as generational poverty or crumbling community infrastructure - are left unaddressed and passed on from generation to generation, with historically excluded communities often left holding the bag. Communities continue to be left behind, losing funding for schools, priced out of homes and left to figure out how to heal their communities after natural disasters without proper guidance.

As a result, the outlined community empowerment and Inclusive Growth foundational practices should be infused into all policies and processes within housing, economic development and workforce development. They are centered around inclusion and equity, urgency and necessity, and restructuring and changing power dynamics.

What is standing in the way

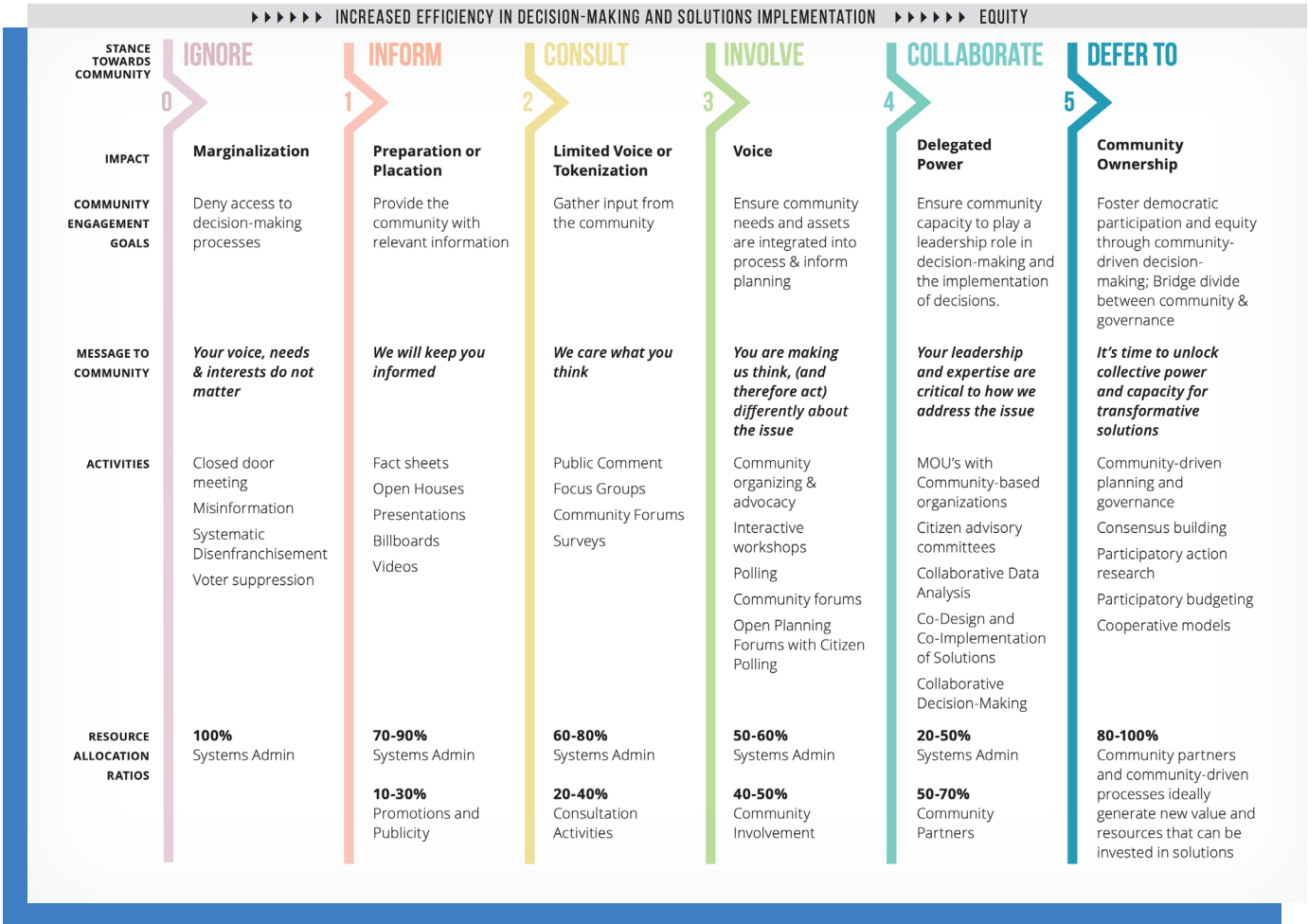
While there is a spectrum of how development projects come to be – from development firms or City government as lead applicants on a land use action or project to a public Request for Proposals process that is first government-led but then becomes privately-driven – community members do not have access to information or participation during every stage of these processes, especially at the onset. Some projects include community input through community visioning sessions and input from the local community board, but these are neither systematic nor fully accessible and inclusive. On the spectrum of community engagement⁸¹ (see chart below) most current processes fall between 0 and 3. For example, if a community wants to initiate a project, they currently must lobby for it through an elected official rather than an open and systematic process.

Processes like Requests for Information are extractive, competitive and unequal in nature, enabling groups with existent power and capacity to provide ideas and feedback while less-resourced and connected communities remain locked out and at a disadvantage.

⁸¹ Facilitating Power / Rosa González. "The Spectrum of Community Engagement to Ownership." (August 2020).

The Spectrum of Community Engagement to Ownership

Facilitating Power / Rosa González. "The Spectrum of Community Engagement to Ownership." (August 2020).



Recommendations for Best Practices

The values and goals driving the best practices and foundational recommendations are:

- ▶ Community residents have true power and agency in inclusive development processes
- ▶ Inclusive development stems from organic, constantly improving processes
- ▶ Inclusive development is centered on healing historic harms rather than reinforcing them

These recommendations are a separate section in order for City to easily reference them during any of its decision-making and planning processes. They are meant to support the three pillars and serve as a guidebook for the City to use whenever it makes decisions, or when it creates or augments structures across systems. We strongly recommend that the City consult these recommendations in tandem with other structural, organizational, development or other changes it plans to make in the future.

An Inclusive Growth Vision of Community

The word "community" is an expansive one. It can be, and has been, used in ways which both reinforce and combat existing structures of power and influence. We reference "community" throughout this framework and recommendations many times. An Inclusive Growth vision of "community" centers people of color, people from low-income backgrounds, and historically excluded groups in general, especially when referencing actions in neighborhoods where people of color and historically excluded groups live. Community includes both existing local residents and local community infrastructure, such as community-based organizations, faith-based institutions and community boards.





Image: RPA and Make The Road New York

Make community empowerment engaging and accessible

Dedicate resources and professional support toward community empowerment and leadership for neighborhood, community and city-wide planning and development. Given the complexity and length of planning and development, communities require more resources and professional support to meaningfully engage in such processes. A comprehensive planning and development process needs to have a balance between creating more capacity and opportunity for community engagement and leadership, and strengthening the responsibility and accountability on the part of City government to shift its economic development system to structurally prioritize the needs and interests of historically excluded communities. The onus of responsibility falls squarely on local government, project developers and urban planning professionals to better integrate and mandate community voice and leadership into its processes.

- **Provide compensation at every step of the process** – especially to individuals and groups from historically excluded and disproportionately underrepresented communities – for their expertise, labor, input and decision making.
 - This includes participation in public forums and meetings, long-term strategic planning and responses to Requests for Information and other formal inputs.
- **Weight all processes in the direction of community input in order to counteract decades of power and money that has been accumulated by other stakeholders in the systems that currently drive development.**

- **Develop outreach requirements to ensure that engagement and input reflect the range of stakeholders and diversity of a given district or community.**
- **Active outreach to community members must be structured to counter barriers to participation.** This can mean flexible meeting times and locations, better language access and better access. Look to other fields and sectors, such as such as gamification, UX/UI design and marketing, for inclusive and equitable community engagement practices and systems.
- **Professional support provided to communities should be driven by community priorities, have technical expertise and be independent.** Examples of technical assistance include workshops on the land use process and project management of community-led development submissions. Less-resourced communities should receive proportionally larger amounts of funding and technical assistance.
- **Integrate qualified facilitators in all public engagements efforts.**
- **On the spectrum of community engagement, project processes should at minimum fulfill “4: Delegated Power” and ultimately be “5: Community Ownership.”** (see chart on previous page)
 - Examples of actions that lead to Delegated Power are MOUs with community-based organizations, citizen advisory committees, collaborative data analysis, co-design and co-implementation of solutions, and collaborative decision-making.

- Examples of actions that lead to Community Ownership are community-driven planning and governance, consensus building, participatory action research and participatory budgeting cooperative models.

Ensure transparency, accountability and access to information for individual projects and developments as part of a comprehensive planning process

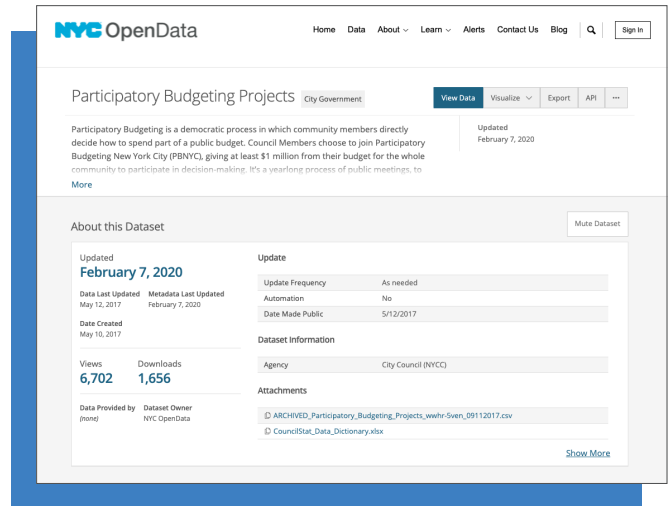
Repeated visioning and input processes place labor on historically excluded communities who already struggle to be included in development processes. Project-by-project visioning forces the community to repeat the same feedback over and over, increasing the sense that no one is really listening. Instead, visioning for the future of the neighborhood should be captured in a durable, reusable format with an ongoing process for updating, and be integrated with borough-wide and city-wide plans.

■ Engage the community in defining transparent Inclusive Growth goals.

- Create clear timelines and evaluation criteria
- For defined goals, include milestone goals to be achieved every four years and completed within 20 years
- Economic, housing and community investment impact must be measurable to enable accountability
- Measurement should take place at deliberate intervals to assess any potential harm that may arise.

■ Assess proposed projects or policies against the comprehensive plan.

- **Create a centralized database of community input to be leveraged by every planning process to avoid repetitive “visioning” and “public input” sessions across projects.** One example is the Participatory Budgeting database of all proposed projects.



One example of a centralized database is New York City's list of Participatory Budgeting Projects.

■ Provide transparency on the origins of development projects and create awareness for the public and trackable data points on all projects.

- Structure a resource that makes visible how project are created, mapping out in real time project details including planning and development, stakeholders, engagement plans and efforts and lead parties.

- **Ensure that NYC OpenData, PLUTO and other community district data is consistent and readily available to the public.** To further strengthen the ability of communities to engage in community planning, the city should ensure data and project information necessary for meaningful analysis is publicly available in a consistent and accessible manner with consistent geographies, for use by ordinary residents. Information available to the public should be standardized, comprehensive, and available for all community districts. User friendly scenario planning tools, such as those that measure jobs access or evaluate health impacts, should also be included. Department of City Planning's (DCP) community profiles are an excellent place to start. In addition, the City should make preset queries within the NYC Open Data portal and/or elsewhere available to aid in evaluating land use proposals.

Build in community power and ownership to enable community-led projects to thrive

If a community wants to initiate a project, they currently must lobby for it through an elected official or through cumbersome and complex community board processes, rather than an open and systematic process. Communities that are interested in proactively proposing and managing developments in their neighborhood should have a process through which they can do so.

- **Provide professional support to help community members and groups bring a development from ideation through proposal and completion.**
- **Community members should be able to steward developments on City-owned, subsidized, managed or supported land in areas historically excluded from City investment.**

Utilize a cultural inventory to ensure key neighborhood institutions are not displaced

Invasive, displacing development treats the area being “developed” as if it was a barren desert. As a result, such developments risk destroying existing communities, severing important connective tissue within neighborhoods, and missing opportunities to uplift and expand existing strengths. A cultural inventory is one

tool to (1) surface connective tissue within neighborhoods such as arts and culture, small business, social, educational and other institutions (2) understand the impact of development on the existing institutions, and (3) identify opportunities to use development to uplift those existing institutions rather than supplanting them with newer, less rooted institutions.

- **Perform cultural inventory and cultural network mapping to capture key institutions of neighborhood life.**
 - Key institutions can include grassroots arts institutions, legacy businesses, community centers, houses of worship, or key public space.
- **Perform impact study to ensure key institutions are not displaced by development.**
- **For new development, look to provide resources for growth for existing institutions** rather than creating net-new institutions that will compete with historic, rooted institutions.
- **Add local arts institutions to the Department of Cultural Affairs’ Cultural Institutions Group to provide permanent ongoing support.** To sustain the cultural infrastructure of communities, mixed-use new development should incorporate first-source space opportunities for small businesses (commercial space) and cultural/non-profit organizations. Affordable rent should apply to these entities that are looking to grow and expand.



Image: Epicgenius

The Weeksville Heritage Center in Brooklyn documents one of the largest free Black communities in pre-Civil War America.

Create new wealth-building opportunities for communities that face systemic barriers to wealth-building

Racial and economic injustices – such as Federal policies, redlining, mortgage discrimination and other policies – have made it extremely hard for communities of color to build wealth. We need policies to address the historic systems of preventing wealth creation in housing and community development through new models of wealth creation and preservation that also prevents displacement.

- ▶ Expand down-payment assistance programs targeted to benefit historically disinvested communities and individuals
- ▶ Develop a mechanism to capture land value increases and redistribute to college/career savings accounts for children in the neighborhood.
- ▶ Advocate for a Federal renters tax credit for moderate and low-income individuals and families.
- ▶ Cross-subsidize retail rents for long standing small business owners in large-scale projects that have neighborhood-scale impacts.
- ▶ Incentivize the uptake of the Family Self-Sufficiency program in NYCHA with new benefits and rewards
- ▶ Explicitly ensure carbon trading funds support affordable housing, and funding for BIPOC communities seeking ownership or rental housing opportunities

Integrate sustainability and resiliency initiatives within Inclusive Growth developments, and prioritize all sustainability initiatives to start with low- and moderate-income and BIPOC communities first

BIPOC communities have disproportionately experienced the negative effects of climate change. In 2014, New York City committed to reducing their greenhouse gas emissions 80% by 2050. Traditionally, initiatives focused on climate action, focus exclu-

sively on the reduction of greenhouse gas emissions, without acceptance or understanding of historical disinvestments and its relationship to hurting communities. Moving forward, the City needs to prioritize climate and sustainability within its development processes and actions, and prioritize communities that are deeply impacted by climate disasters today within its proposed climate and development solutions.

- **All solutions must prioritize climate justice.** We must take the opportunity to correct social, economic and public health impacts on communities historically ignored
- **In order to make real strides toward these climate goals, New York City must invest in climate adaptation, mitigation, and recovery measures in communities most impacted by climate change, the Covid-19 pandemic, racial violence, and existing processes and infrastructure.**⁸² As the City transitions off fossil fuels, it is critical to not leave community members behind, paying for the entire fossil fuel infrastructure, increasing their financial burdens, increasing their generational wealth gap and impacting social upward mobility opportunities.

Proactively work to rebuild trust between place-based agencies and communities through City leadership

Distrust of government systems is rampant, and trust-building requires time and intentional relationships and communication. This can begin with new leaders who demonstrate a track record of community investment and advocacy.

- **Hire Deputy Mayors and Agency leads that have a track record** of effectively working with communities, advocacy groups, and other stakeholders to advance inclusive policies and projects.

⁸² ALIGN Climate Works for All. "An Equitable Recovery for NYC." (October 2020).



An Inclusive Growth Vision of Economic Development

Inclusive economic development would mean projects that proactively address underlying and long standing disparities.

It would mean the communities meant to benefit would be empowered, not just served. It would mean real decision making and self-determination for communities which have historically lacked it. This will require a clearer city-wide vision for growth and investment that prioritizes infrastructure and development projects in which underrepresented groups would be given a seat at the table and empowered to drive decisions. The planning process for these projects and policies would be transparent and simple, leading to easier engagement and less bureaucracy. Ultimately, the effect on people's lives and community well-being would be front-and-center rather than an afterthought or side effect.

Other cities have created comprehensive plans that intentionally engage communities in proactive planning, coordinate long-term goals between agencies, and ensure all communities receive a fair share of things like affordable housing, schools, transit services and waste facilities. A comprehensive plan can help ensure benefits – or impacts – of these facilities are not concentrated in a few neighborhoods, and underlying disparities are addressed through short-term budgets and long-term capital program investments.

Though efforts have been made for more inclusive economic development, it has not been achieved. Wealth has been consolidated in the top income earners, with communities of color and disadvantaged communities largely being left out. This has resulted in tragic health and educational disparities between white and BIPOC communities, which are often more heightened for Black and Indigenous populations.

What is standing in the way

Financial mechanisms that reward existent wealth

The economic development system is very capital intensive, rewarding those able to invest in it. Tax incentives, subsidies and land often go to those able to put in significant investments or collateral. This system of leveraging private capital for public benefit further empowers those with money and access over those in need of household wealth and opportunity.

A focus on short-term outcomes

A focus on short-term outcomes, often non-guaranteed, impedes policies designed to create long-term material change to the conditions experienced by historically excluded communities and individuals. Short political cycles also favor near term “quick wins” instead of long-term investments and policies that could deliver substantive, transformative change.

Lack of an overall land use plan

Economic development projects have too often contributed to existing racial and economic disparities instead of helping to create a more equal society. Development projects have often been implemented in a piecemeal fashion, and community planning efforts have been insufficient or nonexistent. Policies and plans that would create a city-wide vision and intentionally address underlying inequalities, such as comprehensive planning, have failed.

The lack of a city-wide vision has led to intense opposition to land use changes, rezonings and infrastructure investments. It has also meant that zoning changes have largely been focused on communities with lower resources, and fewer in wealthier and white neighborhoods where there tends to be more financial resources and political capital.

Having seen large-scale gentrification and displacement, communities of all wealth levels are now skeptical of most government-led efforts, even those that would create jobs.

Budget process

City-wide, there is not a strong vision for equitable growth and annual budgets, and longer term infrastructure and economic development projects can drive more equitable outcomes. This has contributed to health, education and other disparities city-wide, especially in communities of color.

Participatory budgeting has brought more community participation into the capital budgeting process by allowing residents to propose, comment and vote on how money is spent. However, the process is cumbersome for government agencies, and even with the expansion of participatory budgeting in recent years, it still only accounts for a tiny fraction of the annual City budget (\$98 billion for FY 2022). Overall, New Yorkers have little say in how the capital and expense budgets are allocated.

If the framework for planning and investment does not change, budget constraints due to the Covid-19 pandemic are likely to make solutions even farther from reach.

Government fractionation

The myriad agencies involved makes equitable and coordinated development even more difficult. New York City’s Economic Development Corporation is charged with economic growth strategies. City Planning is charged with zoning and land use changes. The state-run MTA controls subways and buses, yet the NYC Department of Transportation manages streets. With so many agencies engaged in decision making, planning, funding and construction of projects, what often results are projects being built and approved on a case by case basis rather than as part of a city-wide vision for equitable growth.

Economic Development Recommendations

The next mayoral administration must prioritize robust economic development that puts people of color, direct benefits to people and neighborhoods, and community-centered development first. In 2020, more than half of New York City households experienced periods of unemployment, underemployment, and lost wages, and the city-wide unemployment rate reached over 20%. BIPOC residents shouldered the most devastating economic effects largely due to existing and pervasive vulnerabilities of systemic racism. Black, Latinx, and Asian households experienced record rates of income losses and food insecurity, among other issues. Small businesses owned by people of color closed at higher rates and were unable to easily access relief funding.

PEOPLE

Individuals must have the ability to access economic development programs and benefit from their outcomes.

This is especially true of people of color, people from low-income backgrounds, and historically excluded groups in general. Ultimately, economic development programs should be judged by the impact, positive or negative, they have on the lives of people most in need of economic opportunity.

■ **Connect economic development with workforce development.** Meaningful workforce development investments should be required in the City's targeted sector growth and business recruitment strategies. Developers and anchor tenants of

economic development projects must work with industry stakeholders, community colleges and training providers, and community-based organizations to create and implement sector-based employment programs that connect residents to industry-specific training and jobs. Economic development initiatives should include pathways to well-compensated jobs, meaning a living wage that allows people to afford to stay in the community. These pathways should include opportunities for people who did not or will not take the traditional college journey and include ways to enter the technology sector.

- Companies benefiting from new developments should hire and train at least 10% "non-traditional" hires in areas of the company that would otherwise go to a person with a college degree.
- All companies that benefit from new development should provide funding for education-focused non-profit community based organizations that serve the neighborhood for a period of ten years.
- Term sheets for economic development should incorporate local hiring plans with projections and local Minority/Women Owned Businesses (M/WBE) and Disabled Veteran Owned Businesses (DVOB) outreach plans for bidding opportunities for contracts and supplier opportunities for services.

■ **Incorporate a small-business framework in Economic Development focusing on small business growth, sustainability and M/WBE support.**

Small businesses must be recognized as drivers of economic growth and job generation, especially in underserved communities. Structured barriers to Minority and Women-Owned Business Enterprise (M/WBE) certification must be addressed.

An Inclusive Growth Vision of Community

The word "community" is an expansive one. It can be, and has been, used in ways which both reinforce and combat existing structures of power and influence. We reference "community" throughout this framework and recommendations many times. An Inclusive Growth vision of "community" centers people of color, people from low-income backgrounds, and historically excluded groups in general, especially when referencing actions in neighborhoods where people of color and historically excluded groups live. Community includes both existing local residents and local community infrastructure, such as community-based organizations, faith-based institutions and community boards.



- A fast-track and streamlined M/WBE certification process by the City and State is necessary and should be developed.
- Developers that are held to M/WBE goals must be encouraged to ensure first-source local contracting and supplier opportunities to local businesses within project-based neighborhoods as part of their utilization plan before expanding to other areas.
- Opportunities need to be provided for M/WBEs to utilize the prompt payment rules, minimizing lack of pay from main contractors.
- Large-scale chains must be encouraged to provide supplier opportunities to local businesses.
- Increase opportunities to access capital for small businesses. Provide greater support for Community Development Financial Institutions (CDFIs) serving economically disadvantaged neighborhoods to drive greater investments towards small business development, sustainability and job creation.
- Provide free education around entrepreneurship and small business, with a focus on apprenticeship, mentoring and access to capital to start or expand small businesses.

■ **Support families in order to help develop skills and opportunity.** Supporting families is a key part of enabling people to have the time and ability to develop job skills, undergo training and maximize job and educational opportunities.



Image: RPA

- Provide more and better school options including free early drop off, afterschool, extended afterschool, and free and full time summer camp, particularly for low-income families.
- Make financial literacy programming available to children and families, with a financial incen-

tive to attend and complete courses.

- Develop and improve skills for adults, focusing on apprenticeship and trade school opportunities outside of the college process. This should take into account green jobs, including manufacturing and retrofitting outdated equipment, and creating career tracks in emerging technologies.

■ **Make health and wellness a core part of an economic development strategy.**

Individual health and wellness is key to making sure people and communities can thrive. Upfront investing in health and wellness should be part of New York City's community and economic development strategy.

- Establish a viable system to address gaps in access to both medical and mental health service resources and services, including community awareness and wellness checks, creation of a separate services communication resource, and collaboration between the emergency response and social services as a first response.
- Organize community resources to create local agriculture infrastructure for seasonal and year-round food production, which will allow for better access to food resources as well as a local economy within the community. This should include creation of community food resource hubs centralized within communities; establishment of aquaponic and hydroponic farms capable of year round produce, with workforce training programs connected with high schools, colleges, adult and reentry programs; and establishment of a community-focused food economy with culturally-relevant food access and entrepreneurial and career pathways with partnership relationships with local Economic Development Corporations.
- Utilize and support cure violence organizations and social services within communities' Crisis Management System to lessen the burden on city policing and allow for an initial community response to crisis situations.



COMMUNITY

We need to change the relationship between local communities and the economic development process, creating agency and true partnership for communities of color and other historically excluded communities.

- **Prioritize investments in real estate and physical infrastructure that are also investments in social infrastructure.** These dual investments should be focused in neighborhoods that have experienced the most disinvestment, and do so in a way which supports community control of real estate, stabilizes neighborhoods, and curbs displacement.
 - Disposition and long-term leases of City-owned property should prioritize community ownership and other models of shared equity such as cooperatives and both housing and commercial land trusts, and focus on asset building for historically disinvested people and communities.
 - The City should prioritize mission-driven and non-profit stewardship of City-owned land to keep assets as public goods in perpetuity and when possible transition for-profit developed properties into long-term mission driven stewardship.
 - New models of mission-driven development for non-housing assets, such as community facilities, industrial buildings and commercial spaces, should be developed and supported by the City.

- **Make more transportation choices safe, affordable, sustainable, convenient, comfortable and enjoyable options, especially at the neighborhood-level.** The key to developing and implementing transportation improvements that meaningfully shift travel choices to more efficient, lower-carbon modes of transportation is to make these more attractive choices, especially on the neighborhood-level. This also facilitates better local mobility that results in economic development.
 - Prioritize walking/pedestrian safety, mobility, and accessibility improvements in the highest-need neighborhoods, including safer and more convenient intersections and crossings, wider sidewalks, accessible pedestrian ramps and traffic signals, and supportive infrastructure like public seating.
 - Prioritize removal of walking hazards from sidewalks and street crossings to ensure that older adults can feel safe traveling on foot.
 - Create dedicated, secure bike parking facilities on every block, including at transit hubs.
 - Equitably implement e-bike legalization, including regulations that affect food delivery workers, provide purchase incentives and tax benefits for biking and other micromobility use, and expand and support micro mobility options such as bicycle and scooter share throughout the five boroughs.

■ **Clean the transportation sector, starting with the communities most negatively impacted by heavy vehicle traffic and transportation emissions today.** Environmental impacts have long been inequitable, with low-income neighborhoods, especially communities of color, suffering from them disproportionately. As we pivot toward greener transportation, we need to do so in a way which prioritizes neighborhoods which have traditionally borne the brunt of these environmental impacts.

- Continue shifting freight from dangerous, polluting trucks to cleaner, safer rail and waterborne modes, building on and expanding upon the FreightNYC plan.
- Expand the City pilot for electric cargo delivery bikes, expanding support to smaller or independent delivery companies.
- As part of a city-wide comprehensive plan, reduce the concentration of truck-based land uses in environmental justice neighborhoods through fair-share approaches.
- Prioritize electrification projects and implement them equitably throughout neighborhoods.
- Equitably distribute charging stations for medium and heavy-duty vehicles, and cut red tape blocking construction and operations.
- Electrify all City fleets and all school buses to cut pollution and emissions and grow clean vehicle market share.
- Remove barriers created by urban freeways especially in lower-income and BIPOC neighborhoods.

■ **Reform and democratize community representation in the economic development process.**

Democratized decision-making cannot live within current logic of quasi-government entities and Community Boards should not be the main means of community voice, especially in ULURP and economic development processes. Multi-stakeholder community-based consensus building should be built into processes early on in a project's lifecycle and historically excluded communities should be included in setting project goals. The private sector should continue to be leveraged to advance community goals, but should require and provide

greater transparency and clarity into public versus private benefits. Incentive programs should be reformed to include racial and economic justice.

- Public/Community benefits should be front-loaded in implementation of public-private partnerships, and explicit about how to address racial inequities.
- Administrators and projects should be held accountable to community-defined goals through specific outcomes, as opposed to "best efforts."
- Engagement with advocates, community-based groups and other representatives of the public should continue throughout the process, not just be done at the beginning for approvals.
- Develop and communicate clear and transparent accountability structures for all stages of a project, such as pre-planning, planning, financing, construction and implementation.
- Identify roles and responsibilities of each sector and partner within that structure.
- Designate roles based on various types of expertise, including lived experience and expertise.
- Economic development incentives for real estate projects or private businesses should be negotiated with community input and public transparency. As a baseline, all private sector incentives should include only the creation of jobs that pay a living wage, provide benefits, and offer pathways for career advancement.
- Encourage hiring language in the lease agreements of tenants in anchor economic development projects
- EDC and other agency engagement with local businesses must go beyond existing Business Improvement Districts and incorporate all local businesses, including street vendors and informal businesses. Empire State Development (ESD) should also have a more clearly communicated review/challenge process when it comes to community interaction.



Image: RPA

SYSTEMS

To be effective and equitable, economic development can not consist of one-off projects, selected solely because the opportunity has presented itself and divorced from larger city-wide considerations.

Instead, an overall approach to land use should be developed with a restorative racial justice framework. This should include naming racial inequalities explicitly and developing targeted interventions to address them in conjunction with community leaders and stakeholders.

■ **Develop a proactive, equity-based and enforceable comprehensive planning framework, and draw projects and policies from this comprehensive plan.** A city-wide comprehensive planning process to coordinate the City's planning and investments around land use, transportation, economic development, social services/community facilities and other sectors should be put in place, both to optimize the City's resources and to embed Inclusive Growth goals across sectors. Project-by-project visioning forces the community to continually repeat the same feedback, increasing the perception that no one is listening and responding. Instead, neighborhood visioning should be captured in a durable, reusable format with an ongoing process for updating, and be integrated with borough-wide and city-wide plans.

- Institute proactive community development visioning in which borough planning offices work directly with communities to articulate broad local economic development goals that affirmatively guide local planning decisions.
- Create a centralized database of community input to be accessed in every planning process to avoid repetitive "visioning" and "public input" sessions across projects.
- Assess proposed projects or policies against the comprehensive plan.
- Build an iterative and fluid process that improves itself over time by making sure that community voice and power is defined and redefined along the way.
- Create a funding stream to compensate neighborhood participants for time spent participating in community planning and visioning.

■ **Coordinate land use planning, economic development, transportation, housing, climate and other city-wide goals.** A lack of coordination in addressing long-term city-wide goals stalls their progress, adds unnecessary expense, makes it difficult to effect equitable outcomes and deteriorates trust in government's ability to produce better outcomes for people. While coordinating across political jurisdictions is the biggest obstacle, there are also actions the city can take on its own.

- Create a formalized, fully-funded, community-based process that shifts economic, racial equity and power equity to establish community needs and development plans in every neighborhood in New York City.
- Utilize community land trusts in tandem with large-scale transportation and infrastructure improvements to fund and implement anti-displacement measures and ensure long-term residents can remain and realize their benefits.
- Develop a city-wide plan to reconnect neighborhoods torn apart by highway construction including the Brooklyn-Queens, Cross Bronx, and Prospect Expressways.

■ **Reform the Land Use Process.** Our land use process is one of the only levers of decision-making that New York City largely has control over at the local level. Taking into account discrepancies in power and access between different communities is key to using it in a more equitable manner and producing outcomes which narrow the resource gaps in our city.

- Building on New York City’s recent Racial Impact Study bill, conduct ongoing economic and racial analysis of megaprojects to be better informed to handle equity issues going forward.
- Define city-wide and neighborhood-level metrics for public space that incorporate not only parks but also other kinds of full-time and part-time open space such as pedestrian plazas and open streets. Target public space investments into the neighborhoods most in need and create a permanent, sustainable model for public space maintenance in low-resourced areas.
- Establish a more consistent, meaningful community engagement process for all built-environment projects in New York City, including development, transportation and infrastructure projects to optimize the City’s outreach resources, avoid “planning fatigue” among the public, and perform more focused outreach to engage historically excluded segments of the population.

■ **Create a public accountability entity with the power to enforce community benefits agreements.** Accountability and transparency are key to ensuring any community benefits agreements produce agreed-upon outcomes, which in turn is key to building trust between communities and

government. This accountability and transparency should be the main purpose of this entity, which should also be separate from the deal-making institution.

- Keep a centralized database of community benefit agreement terms open to the public, as well as the progress made.
- Provide greater transparency into financial underwriting of projects, impact cost/benefit analysis, decision-making, and how they drive policy objectives at the community level.
- Forensically analyze public-private partnerships for returns that prioritize public benefit. Public investment should not prioritize private actors to meet private returns, and instead should prioritize maximizing public benefit. There should be stronger publicly available modeling for development project projections.
- Implement a mandatory review process for projects that extend ‘completed-by’ dates, and maintain a transparent ledger of these updates that is publicly available.
- Better enforce construction standards, costs, timelines for bringing on various trades and jobs and M/WBE bidding opportunities associated with them.
- The entity should be housed in an office independent of the Mayor, such as the New York City Comptroller’s office.

■ **Understand, plan for and fund New York City’s transportation system at a city-wide level, centering equity goals in the process.** New York City’s public transportation system is one of the city’s great equalizers. However, it is still not equitable enough. On the transportation, public space, and environmental justice levels, richer, whiter and non-disabled New Yorkers continue to benefit disproportionately from our public transportation resources.

- Implement congestion pricing for the Manhattan Central Business District and build on it through one or more low-emissions zones.
- Utilize the Council-mandated NYC Streets Plan to engage all New Yorkers, prioritizing those most in need and least historically heard in a conversation about access and mobility needs and how street space can be prioritized to support community goals. Track progress yearly

with the DOT's annual Mobility Survey and Mobility Report, with a focus on the needs of priority equity populations.

- Raise new revenue for street improvements by managing and fairly pricing more curb space.
- Eliminate all minimum parking requirements from the zoning code and institute parking maximums.
- Radically expand bus-priority corridors, including a core network of rapid bus routes and implement bus rider experience improvements, boarding islands, shelters with seating and real-time arrival clocks.
- Create an integrated transit network with consistent trip planning and fare payment platforms, to enable convenient travel options between New York City and the surrounding region. Promote the Fair Fares program and expand the Freedom Ticket program.
- Establish criteria for minimum bikeways to meet an All Ages & Abilities (AAA)/high-comfort standard on different street types, and design and build out an AAA bikeway/micro-mobility lane network across the city, starting with highest need areas.

■ **Update New York City's regulatory and enforcement approaches to expand safe, clean transportation options while supporting Inclusive Growth goals around racial justice, job creation and workforce development.**

Inequities often arrive from unequal regulatory approaches and especially from discretionary enforcement. To combat this, we need a more intentional approach to regulation and enforcement in our streetspace and public sphere in general.

- Move traffic enforcement from NYPD to NYC-DOT and evaluate the benefits and drawbacks of gradually phasing out human-based traffic enforcement in favor of automated traffic enforcement to reduce systemic bias and avoid unnecessary police interactions.
- Conduct a blank-slate evaluation of the city's for-hire vehicles, including unregulated actors such as dollar vans, with the goals of promoting equity, addressing financial hardships of taxi drivers and preparing for emerging mobility.
- Eliminate non-medical parking privileges for private vehicles, with upwards of 125,000 placards in circulation, which encourages official corruption and erodes public trust, and prioritize enforcement against parking on sidewalks, in bus lanes and double-parking.



Image: RPA

- Reform the CEQR/SEQRA approach to evaluating transportation impacts by switching from vehicle delay (LOS)-based to vehicle-miles traveled (VMT)-based assessment and integrating impacts analysis across modes to support cleaner and more affordable transportation options.

■ **Ensure a just energy transition to prioritize all sustainability initiatives to start with low-and moderate-income and BIPOC communities first.**

A long history of environmental racism has led to public health disparities within BIPOC communities and placed these communities at an even higher risk during Covid-19. These environmental justice communities experience higher levels of air pollution, and are disproportionately impacted by extreme heat and vulnerability to coastal flooding and sea level rise.⁸³ As the city and country transition away from fossil fuels, we need to ensure that those who have historically been impacted by climate disasters are given a chance to live in safe and healthy communities, have access to good jobs addressing these changes, and don't bear the financial burden of this transition.

- Define a just energy transition by ensuring the costs of the transition do not burden the most vulnerable members of the community.
- Create a utility-consumer bill of rights that prevents threats of life safety.
- Develop a grant program for homeowners, non-profits and other locally owned property managers to do comprehensive health and

safety, and "electrification ready" retrofits.

- Create a utility subsidy program for low- and moderate-income customers interested in electrifying their residence or building in order to actively mitigate displacement that can occur from the high costs of electrification.
- Mandate performance based standards for all new construction to be 100% electric.
- Develop programming to support M/WBE building systems contractors to understand how to install, operate and maintain new systems.
- Mandate all new technology pilots funded by the City partner with local M/WBE and cooperatively owned businesses to implement pilot projects.
- Create a program that coordinates State and utility funding to explicitly support New Yorkers that are energy burdened. Coordinate or merge this program with programs to extend broadband for all.
- Fund local governments to buy out residents and businesses in extreme-risk areas. Restrict future development and return land to nature.
- Fund local hazard mitigation planning and require localities and residents to identify buildings in extreme-risk areas, such as coastal wetlands and riverine floodways.

⁸³ An Equitable Recovery for NYC, ALIGN 2020



Image: RPA

An Inclusive Growth Vision of Workforce Development

A truly inclusive workforce development system in New York City should help connect New Yorkers, particularly those with systemic barriers to employment, into good quality jobs and careers.

The system should work explicitly to redress barriers caused by historic and continuing inequities and discrimination against New Yorkers on the basis of race, gender, age and socioeconomic status. Finally, the workforce development system should provide a seamless set of supports that every New Yorker from any walk of life can depend on to get their first job, get the skills they need to advance in their careers, launch an encore career later in life or any other career goals. This vision encompasses a talent-driven economic development model that recognizes human capital as its backbone and source of prosperity and growth within our communities and among our businesses.

This would mean every New Yorker would have access to the skills, training, and education needed to thrive in the local economy, and that every business, particularly locally grown small- and medium sized businesses, is able to maintain a highly skilled workforce. In the long-term, workforce development systems should also function to improve job quality – the combination of wages, hours and benefits – for low-income workers.

The ecosystem that drives workforce development in New York City is very broad, encompassing City and State agencies, philanthropy, the City University of New York (CUNY) system, free-standing, non-profit and for-profit service providers and intermediaries, labor/management training and education funds, portions of the K-12 system, the New York City library system, and employers. For job seekers, the workforce field predominantly serves low- and middle-income New Yorkers with a wide variety of barriers to employment, from individuals with disabilities and those involved with the justice system to New Yorkers with limited language or numeracy skills.

Prior to 2014, the City's workforce system was predominantly driven by a "rapid attachment" model that connected jobseekers with entry-level positions offering low-wages and limited career growth. In 2014, the City introduced "Career Pathways," a new sector focused approach to workforce development promising to alleviate New York City's existing inefficiencies. This approach aimed to help jobseekers and workers to build the skills required to be more competitive in the labor force and committed to improving working conditions for the city's lower-wage workers. Unfortunately, this framework has not been bolstered by significant action and investment in order to make it a reality.

What is standing in the way

Skills and educational attainment gap

Prior to the Covid-19 pandemic, New York City was enjoying a relatively strong economy with a 4.1% unemployment rate.⁸⁴ The city's economy added over 820,000 jobs between 2009 and 2018, many in the healthcare and tech sectors.⁸⁵ However, many of these jobs require sector-specific skills that low-income New Yorkers are denied access to and career pathways for higher-wage jobs in growing fields like tech and climate resilience have been stagnant or inaccessible to many residents. For example, a 2018 survey of New York City's tech companies conducted by Tech:NYC and Accenture notes that 83% of tech companies planned to increase tech hiring in the year ahead, but just 50% said they were confident in finding the talent they need locally and nearly half said they will not be able to innovate at the same pace if they can't find the talent they need.⁸⁶ As a result, good employment prospects for native New Yorkers are limited. The pandemic has exacerbated the 21st century skills gap, adding more obstacles towards attaining jobs in high-growth industries.

Low-wages, insecurity and instability

Many New Yorkers work low-wage jobs with little upward mobility, no access to healthcare or other benefits, precarious financial security, unsafe working conditions, and unpredictable schedules. These jobs include essential work, such as food deliverers, home health aids, nurses, cab and rideshare drivers, custodial workers, among others, who kept the city running during the pandemic and continue to do so.⁸⁷ The gig economy, marked by instability and the need for perpetual hustle, is growing as a portion of the city's overall economy.

Weak infrastructure and lack of capacity building

The New York City workforce field lacks nearly every infrastructural element required of a well-functioning system.⁸⁸ The City's workforce organizations are

⁸⁴ New York City Employment and Training Coalition, Per Scholas, The Door, and General Assembly. "Bridging New Yorkers into Good Jobs." (September 2020).

⁸⁵ Ibid.

⁸⁶ Center for an Urban Future / Eli Dvorkin with Sarah Amandolare, Jenna Chambers, and Charles Shaviro. "Plugging In: Building NYC's Tech Education & Training Ecosystem." (February 2020).

⁸⁷ New York City Employment and Training Coalition. "Recovery For All: A Vision for New York City's Equitable Economic Recovery." (July 2020).

⁸⁸ Workforce Field Building Hub and Workforce Professionals Training Institute. "2018 Workforce Agenda for NYC." (September 2018).

siloes; do not have access to capacity building or collaborative networks; and lack the resources necessary to be innovative. New York City has 18 agencies and non-city entities that deliver, fund, or coordinate workforce services.⁸⁹ These groups have done little to harmonize their policies, procedures, and regulations resulting in rampant inefficiency in the delivery of these services. The system has no shared definition of success; no uniform data; very limited capacity to monitor and assess data; few incentives that reward effective outcomes, lacks meaningful engagement of jobseekers and employers, and provides no one place for either jobseekers employers to approach for system-wide proposals.⁹⁰ This absence of a shared information infrastructure impedes the ability to reward providers based on quality outcomes; obscures the ability to discern whether hard-to-serve individuals are truly being assisted; and limits any ability to respond strategically to fast-changing trends.⁹¹

Workforce programs & investments that do not help small businesses

In New York City, businesses with less than 20 employees have been sparking much of the recent job growth over the last two decades, with net job growth every year since 2001.⁹² The city's thousands of growing small businesses continue to offer the city's greatest opportunities for future job growth and inclusive, local hiring. However, the current workforce development system prioritizes working with bigger companies to place job seekers into open positions. This is due to federal funding streams which provide a disincentive to working with small businesses, prioritizing quantity of clients placed in jobs over quality or impact of said placement; small firms lacking capacity to engage in workforce training and recruitment, and too few of New York's economic development programs focusing on scaling up small businesses.

⁸⁹ Center for an Urban Future / Christian González-Rivera. "Building the Workforce of the Future." (July 2016).

⁹⁰ Workforce Field Building Hub and Workforce Professionals Training Institute. "2018 Workforce Agenda for NYC." (September 2018).

⁹¹ Ibid.

⁹² Center for an Urban Future / Judith Messina. "Making the Connection: Aligning Small Businesses and the Workforce Development System." (October 2017).



Good Jobs Institute. "What is a Good Job?" (2017)

Workforce Development Recommendations

The strategy and context for the Workforce Development pillar and its recommendations is twofold:

Structural change

A workforce development system that contributes to Inclusive Growth is one where organizations that offer workforce development services are encouraged to collaborate, rather than compete, amongst each other to create a seamless ecosystem of services for New Yorkers. This would allow for a system where a single individual can receive services from multiple organizations, some of which may be specialized in just a few areas of service. Evaluation of organizations would not be based on the number of clients served, but rather the effectiveness of the organizations' services in the context of the whole workforce development ecosystem.

Organizational change

The workforce development system should organize itself along two tracks: (1) a supports-focused early employment system to help people with barriers to employment to get on their feet, and (2) a training-focused system that is accessible to New Yorkers of any age, income, and level of education or professional experience as a way to get the skills they need to be competitive in the labor force, switch fields, or start an encore career later in life. It should also include access to the CUNY systems, and another broader array of systems and organizations that can offer supportive services. The early employment programs will also feed into the training focused system, with individuals having the opportunity to seamlessly transition in between the two.

What is a quality job?
What is a high quality job?

A quality job is one that meets four basic needs: a living wage and basic benefits, career-building opportunities, stable and predictable scheduling, and safety and security. High quality jobs are ones that meet higher needs such as personal growth, a sense of belonging, opportunities for achievement, recognition, and meaning or purpose.



Image: A. Katz

PEOPLE

Help all New Yorkers become more prosperous as the city grows and develops its economy, particularly those who face significant hurdles to employment.

This requires investing in a seamless workforce development system that provides services for New Yorkers with different needs. This includes investing in effective training and upskilling programs that help New Yorkers get the skills they need to compete for jobs in growth sectors. It would also require investments in programs that prepare people with 21st century skills to navigate the evolution of industries and company work culture.

■ **Address structural barriers that prevent people from participating in workforce and training programs.** Training programs can provide great opportunities for New Yorkers to learn new skills and become more competitive in the labor force. But many find it difficult to juggle training with employment and other life responsibilities. This is particularly important in a post-Covid-19 economy, where many unemployed and low-income New Yorkers will find themselves juggling a myriad of obligations (family, return to work, health issues, financial concerns, etc.) as they try to return to their “normal.” Many will want to pursue or to continue

pursuing training, but will need options that are convenient, easy to access, and can fit into their lives now. Caretaking and other family responsibilities are a major barrier, yet most city-operated childcare programs only provide services during traditional business hours or do not offer services to people who are in training or education and not working. Moreover, most training programs do not compensate trainees, presenting an opportunity cost to participating. Some training programs have costs that are beyond the reach of low-income workers, yet financial aid is not available for short-term training programs. Finally, there are fewer high-quality training programs available on weekends and evenings; besides availability, they also tend to be more expensive and therefore not financially accessible.

- Create an “in-training childcare subsidy program” to encourage and support women and single parents—who left the workforce or whose employment was affected by the increased family training and return to the workforce.
- Invest in subsidized employment opportunities for workers participating in work-based learning, service corps, and on-the-job training.
- Pass the Federal Jobs Act, which would provide for financial aid for accredited short-term training programs.
- Increase funding for individual training vouchers to help workers pay for short-term training and make the vouchers easier to get.

- Allow community based organizations that receive workforce development funding to help their clients apply for public benefits like child-care vouchers, health insurance, and Supplemental Nutrition Assistance Program.
- Close the digital poverty gap for workers and learners seeking workforce development services by expanding broadband access, providing devices to program participants and households with students, and providing technical assistance to workforce service providers and small businesses.
- Develop and expand more part-time and weekend training options, and offer more financial support and flexibility for these program options through a range of subsidies, loans or public-private partnerships.
- Develop and expand the range of virtual and hybrid training options offered by local workforce organizations so that New Yorkers will have a range of options that can better fit in their lives and support their career mobility.

■ **Institute hazard pay for essential workers by advocating for amendments to the Fair Labor Standards Act.** Essential workers had to be physically present at work during the worst of the pandemic and put their lives at risk, yet were not compensated for taking the additional, and unexpected, risk to their health. Unlike what is the case for workers who knowingly take hazardous jobs—like working on an oil rig—the level of compensation for non-hazardous jobs like retail clerks does not reflect the additional health risks caused by the Covid-19 pandemic. For example, if a worker who is deemed essential has to work and put their health at risk, their compensation should not be the same when compared to a period when there was no health risk. Yet the Federal Fair Labor Standards Act does not include provisions for hazard pay, which it describes as, “additional pay for performing...work duty that causes extreme physical discomfort and distress which is not adequately alleviated by protective devices.”⁹³

■ **Increase funding and support for dislocated workers to upskill in their current sector or re-skill and enter a new sector.** Dislocated workers include those who lost or will lose employment

due to the closure of a plant, facility or utility; a self-employed person who lost their livelihood due to a natural disaster or changing economic conditions; a homemaker who may be re-entering the labor force; or someone who lost their job due to the Covid-19 pandemic and recession. Dislocated workers can be identified using data from the city’s businesses, Paycheck Protection Program (PPP) loan applications, and other sources.

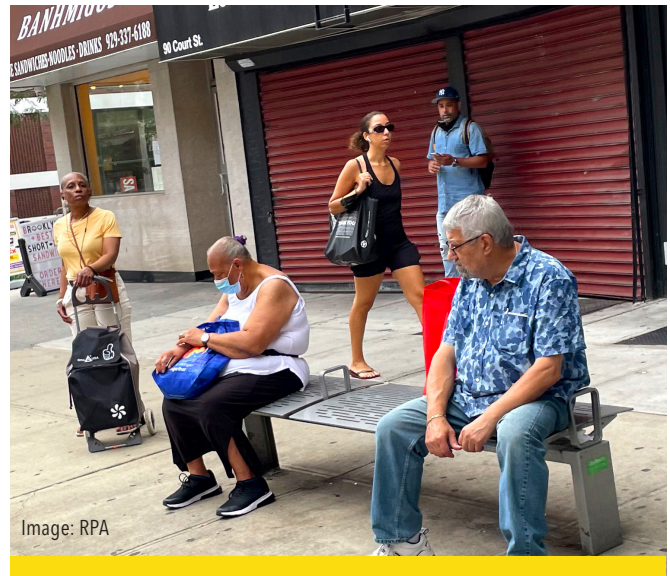


Image: RPA

■ **Create workforce development and entrepreneurship programs that serve the particular needs of older adults.** The share of people in the labor force who are age 50 and older has increased from 12% in 1994 to 25% today.⁹⁴ Older workers often have many years of work experience yet are often targets of age-based workplace discrimination. As many as half of job separations among people age 50 and above in the U.S. are involuntary.⁹⁵ Older workers also face discrimination in hiring. Among the workers with the greatest difficulties are those who are re-entering the labor force after having held a job for many years. In some cases, older workers have not had to write a resume or go in for a job interview in many years. Yet there are almost no workforce development programs that advocate for older workers and help them clean up their extensive resumes, brush up on their interview skills, and identify upskilling opportunities. Few entrepreneurship programs

⁹³ <https://www.dol.gov/general/topic/wages/hazardpay>

⁹⁴ Mitra Toossi and Elka Torpey (2017, May). Older workers: Labor force trends and career options. Career Outlook, U.S. Bureau of Labor Statistics, Accessed at <https://www.bls.gov/careeroutlook/2017/article/older-workers.htm>.

⁹⁵ Richard W. Johnson & Peter Gosselin (2018). How secure is employment at older ages? Urban Institute. Accessed at <https://www.urban.org/research/publication/how-secure-employment-older-ages>.

help older adults to navigate the risks involved in starting a business later in life and to help them get in the door for funding opportunities.

■ **Create pathways to integrate immigrants with skills gained abroad into New York City’s workforce in line with their experience and particular needs.**

A part of the bedrock of the city’s economy, immigrants in New York City make up nearly half of its workforce and account for 40% of its population.⁹⁶ While immigrants are employed at a higher rate than their native-born counterparts, this statistic is deceptive: immigrants are concentrated in low-wage occupations and frequently exploited by their employers and/or predatory employment agencies. While 14% of native-born New Yorkers earn less than \$25,000 annually, nearly 30% of immigrant workers earn below that threshold.⁹⁷ Language barriers are a major obstacle for workforce development, with 23% of all New York workers being Limited English Proficient (LEP).⁹⁸ This - along with institutional barriers that make credential transfer overly complicated and costly - often hampers translating or transferring higher-education credentials received abroad, resulting in 156,000 college-educated immigrants in New York City who work in “low-skilled” jobs or are unemployed.⁹⁹ This “brain waste” means New York City is not capitalizing on the talents and contributions of the immigrant community. Immigrants also face myriad cultural and systemic barriers stemming from limited knowledge around navigating the U.S. job market and adult education system; a lack of familiarity with American workplace norms; and a lack of access to, or awareness of, available workforce, adult education, and social support services.

- Make additional investments in ESOL and adult basic education that emphasize quality expe-

⁹⁶ Center for an Urban Future / Kate Hamaji and Christian González-Rivera. “A City Of Immigrant Workers: Building A Workforce Strategy To Support All New Yorkers.” (April 2016).

⁹⁷ Ibid.

⁹⁸ Ibid.

⁹⁹ Ibid.

riences and measurable positive outcomes in terms of educational and skills gains.

- Build and expand bridge programs – defined by the city as programs that prepare individuals with low educational attainment and limited skills for entry into a higher education level, occupational skills training, or career-track jobs – and training opportunities for LEP immigrants, particularly in key sectors where the city is creating industry partnerships.
- Reducing “brain waste” among high-skill immigrants through soft skills training, referrals to accreditation services, and investments in networking and mentoring programs.
- Improve immigrant access to workforce development through systems coordination by (see Systems section for detailed recommendations):
 - Filling service gaps in immigrant-dense neighborhoods, particularly where predatory employment agencies are most prevalent
 - Building robust linkages and referrals to incorporate smaller community-based organizations that specifically serve immigrants
 - Enhancing funding coordination to serve the full immigrant workforce, including undocumented workers
- The Mayor’s Office of Immigrant Affairs must serve as a megaphone to help community based organizations serving immigrants to adapt the city’s workforce development approach. It also can serve to promote cross collaboration between these community based organizations and those not specifically focused on serving immigrants.

- **Support career readiness among non-traditional college students.** Currently, the overwhelming majority of funding through the Department of Education (NYCDOE), the City University of New York (CUNY), and the Department of Youth and Community Development (DYCD) goes to youth between 18 - 24. A more holistic, partnership-based workforce development system such as the one we outline in this Blueprint should monitor its client outcomes data to ensure that adults are being adequately served.



Image: U.S. Department of Housing and Urban Development

COMMUNITY

Align and embed local talent development into economic development processes and practices to ensure that economic development creates jobs for local residents, especially projects developed in response to Covid-19 (ex. initiatives focused on life sciences, public health, and sustainability and resiliency) and Federal stimulus projects.

■ **Invest Federal Covid-19 recovery funds into workforce development.** Programs that help people increase their skills and become more competitive in the labor force are essential to ensuring that the city’s recovery from the pandemic benefits the greatest number of New Yorkers. Federal recovery funds also boost the local economy directly by supporting jobs at more than 200 workforce development non-profits. Recovery funds should be invested in making the important structural and organizational changes to New York’s workforce development system that are outlined in this Blueprint.

■ **Support the hiring needs of small businesses through the workforce development system.** In New York City, workforce development programs tend to work mainly with large employers, since they typically have a constant stream of job vacancies to fill. Meanwhile, city contracts base their measure of the effectiveness of workforce development organizations on the number of people they place into jobs. Thus, small businesses are typically not served by the city’s workforce system, since any one employer will typically have

few, if any job vacancies at any one time. Thus the city is investing public dollars into helping large employers – who typically have their own human resources departments – to hire and retain workers, while the thousands of small businesses that are the true engine of economic growth cannot tap into this critical capacity.¹⁰⁰ The more holistic, partnerships-based workforce development structure being proposed in this Blueprint would remove the incentive for the system to work exclusively with large employers, but more must be done to connect small businesses to the system.

- Fund job developer positions at Business Improvement Districts (BID) and Chambers of Commerce, which would allow them to offer recruitment services to their members. The Brooklyn Chamber of Commerce does this through its Good Help Staffing Service.¹⁰¹
- Invest in place-based and collaborative programs like the Lower East Side Employment Network (LESEN) that focus on getting local residents employed and helping neighborhood businesses with their hiring needs.

■ **Connect New York City’s workforce development system to local economic development projects, including real estate development, projects sponsored by public agencies like the NYC Economic Development Corporation and local development agencies.** The City’s current economic development processes and strategy do not formally consider the role of workers and workforce development in their overall programming when it comes to business retention or expansion, support, land use or hiring.

¹⁰⁰ Center for an Urban Future / Judith Messina. “Making The Connection: Aligning NYC’s Small Businesses And The Workforce Development System.” (October 2017).

¹⁰¹ Brooklyn Chamber of Commerce. Good Help Staffing Service.

- Require major economic development projects to prioritize local residents as first-look candidates for jobs generated by the development.
- Involve community based organizations that represent the community and have the capacity and expertise to execute quality, relevant training in the planning and development process of projects.
- Ensure that funds slated for engaging community and third party monitoring and evaluation are commensurate with the scale of the project and are sustained throughout the entire lifecycle of the project.
- Work with unions that have a track record on diversity – or who will commit to training programs that will create ongoing diverse pipelines into unions.
- Ensure that the developers, contractors, and business owners involved in public development projects have comprehensive Diversity, Equity and Inclusion (DEI) recruitment plans as a part of their bids or from the start of projects to ensure that jobs generated by the project are inclusive in their hiring. These plans should be regularly monitored by city and community stakeholders, with project employers providing regular updates on their recruitment and hiring progress to these entities.
- Incentivize developers, contractors, and employers to form partnerships with community-based organizations and other workforce development providers and create relevant early employment and career development programming that acts as a direct talent pipeline for project-related jobs from communities historically underrepresented and more heavily impacted by the effects of Covid-19.
- Create business opportunities for Minority and Women Owned Business Enterprises (M/WBE) through procurement.
- Hire a Senior VP of Workforce Development within the NYCEDC to act as the agency's chief contact person, collaborator, and partnership developer with the city's workforce development community as well as key city workforce entities, including the Mayor's Office of Workforce Development, NYC Workforce Development Board, SBS, and others.

■ **Create a Permanent Workforce Development Fund.** Develop a flexible and dedicated workforce development fund that can provide sustainable, long-term funding for employment and training programs across all agencies and initiatives. This fund should be made up of the two major stakeholders driving economic development in New York City, the city and state economic development corporations and the city's employer community.

- Require the NYC Economic Development Corporation and Empire State Development to dedicate at least 10% of a project's subsidies into this city-wide workforce fund to support workforce development programs.
- Institute an annual payroll tax contribution from all employers located in New York City that would help fund the city's workforce development system. The state of Massachusetts does this through its Workforce Training Fund, which is supported by a 0.056% contribution rate from all employers, administered as a payroll tax similar to unemployment insurance contributions.¹⁰²

■ **Expand a pipeline of talent in green technologies for a clean energy future and ensure that historically excluded communities, and especially environmental justice communities, are prioritized in training programs and hiring.**

New York City's workforce system must realign to focus on impactful opportunities to implement ambitious climate solutions. Today, 159,000 NYS residents work in the clean energy sector, which comprises clean energy generation and energy efficiency industries. These workers enjoyed wage premiums of 12% to 32% for entry-level and mid-range skill levels compared to other industries. Furthermore, about 70% of clean energy employees receive healthcare, retirement, and paid vacation.¹⁰³ To ensure equity in this growing sector, municipalities, workforce organizations, and employers must engage New Yorkers who are not traditionally in the clean energy sector through training, education, and career exploration opportunities. Doing so would provide for greater social, economic, racial, and environmental justice in the sector.

¹⁰² Massachusetts Executive Office of Labor and Workforce Development. Workforce Training Fund.

¹⁰³ New York State Energy Research and Development Authority. "New York Clean Energy Industry Report." (2019).

SYSTEM

Create an integrated and comprehensive workforce development system that is based on cooperation among its various entities as opposed to competition among organizations.

Such a workforce system should be aligned to the different ways people connect with the system across the course of their lives. For instance, helping people gain work experience early in their career, retrain in mid-career, and gain more skills or launch a small business at older ages. It should also serve multiple generations of a family holistically by breaking down the silos between the city's K-16, young adult, and traditional adult workforce development programs.

■ **Revive the Mayor's Office of Workforce Development (WKDEV) as New York City's chief authority overseeing the city's workforce agenda.** As currently organized, WKDEV has little authority to influence the investments of city agencies that hold the purse strings of the city's workforce development funds. It therefore does not have the capacity to fulfill the intention behind its creation, which was to coordinate workforce investments across the whole system.

- Give WKDEV shared authority over city agencies' workforce development funds, including Workforce Innovation Opportunity Act funds.
- Empower WKDEV to coordinate outcomes measurement and communication in partnership with academic institutions.
- Establish a real-time feedback loop between WKDEV and providers on the ground regarding outcomes, as well as system wide priorities, strategies, investments, and policies.

- Require the Mayor's Office to host an annual "State of the City" Workforce Development public forum, where it facilitates feedback and discussion with and among the workforce development stakeholder community about systemwide workforce development priorities, strategies, and investments.
- Create a Center for Older Workers within the Mayor's Office to drive investments in workforce development services for older adults.

■ **Shift government thinking around New York City's workforce development policies and systems from being viewed primarily as a poverty reduction strategy to being seen as a fully integrated part of the city's overall economic development.** A diverse, well-paid, skilled workforce with access to meaningful opportunities for increasing social mobility is good for the city as a whole, not just for low-income, historically excluded communities.

- The New York City Economic Development Corporation (NYCEDC) should proactively include and collaborate with representatives from the local workforce development and training community in planning, business development strategy design, and proposal/bid processes. These collaborations should prioritize bringing in leaders who working in and with historically excluded and underrepresented communities.
- Impose an equity lens on economic and business development proposals to determine whether they provide accessible and meaningful opportunities for historically excluded workers, including those who are BIPOC, women, older, LGBTQI+, and gender non-conforming.
- Invest in New Yorkers both as workers and as potential small business owners.

- Increase awareness of public entrepreneurship support programs.

- Reward employers with good worker practices like subsidized health care, paid sick leave, paid time off, and education reimbursements with greater access to publicly funded benefits like tax incentives and city programs run through the Dept. of Small Business Services, the NYC Economic Development Corporation, and other agencies.

■ Streamline New York City's workforce development program investments into two main program buckets:

1) early employment training programs and 2) career pathways training programs so that New Yorkers can quickly identify and move into programs that meet their employment goals. These simplified categories would also make it easier to begin to align strategies and approaches, connect similar organizations and services, and standardize outcomes and performance metrics within the broader workforce system.

- *Early employment programs* would be supportive employment programs that would focus on providing foundational job skills development interventions like English for Speakers of Other Languages (ESOL), high school equivalency (HSE), bridge programs, and pre-apprenticeship programs, as well as entry-level skill, certification, and job readiness training); intensive 360 wraparound supportive services to address basic and life skill needs; and/or rapid re-employment for participants in need of immediate or "in the meantime" employment to regain financial stability. These programs would be for young adults, students, early career professionals, mid-career and dislocated workers looking to enter a new industry, and/or any individuals looking to start a career.

- Individual Self-sufficiency should be an important measure of early employment programs, specifically evaluating income from the employment gained through the program and other benefits/resources— accessed through wrap-around services— in helping participants address their fundamental life needs.

- Early employment programs should offer the most robust and comprehensive wraparound services and intensely focus on stabilizing less skilled, low-income workers so they can take advantage and move on to advanced training opportunities more seamlessly.

- *Career Pathways Training programs* are those that focus on longer term, intensive occupational, technical, or certification skills training. These programs are for people looking to mid-career professionals looking to upskill or enter a new career, individuals looking to gain

new skills, mid-career and dislocated workers looking to enter a new industry, and/or any individuals looking to start a career.

- At the completion of these advanced training programs, it is expected that training providers will be able to quickly transition or place participants into high-quality career-track jobs within the city's high growth sectors/ high priority sectors or occupations post training completion.

- These programs are focused on jobseekers who want to upskill or build upon previous work experiences, skills, or knowledge; career changers; skilled immigrants; and older, experienced workers, these programs represent the "next step" for New Yorkers looking to take advantage of various, middle- and high-skilled career opportunities in the city's economy.

- Both of the above-mentioned should integrate wraparound services in order to empower, provide security, and increase the ability to learn and earn. These include: navigation of public benefits, financial literacy and coaching, intensive case management if needed, mental health support, childcare, internet and computer access, transportation, and food support. These should vary for each type of program, with early employment programs offering the most robust and comprehensive wraparound service.
- Map the workforce development system to provide a worker, training provider and employer facing tool to increase the effectiveness and access to parts of the system.
- Creation of a Clean Energy Academy to prepare NYCHA residents for the clean energy transition training and employment opportunities.

■ Streamline, coordinate and build in more flexibility into funding mechanisms to incentivize connectivity among service providers that increases access to any workforce programs for jobseekers.

Currently, funding mechanisms drive extreme competition instead of partnerships among service providers. This makes it more difficult for jobseekers to move from program to program, diminishing choices and accessibility.

- Restructure the city's workforce Request for Proposals (RFP) process to incentivize service partnerships between workforce development organizations that together can provide the range of interconnected supportive services, training, and job placement/industry engagement services that drive longer term employability and career mobility for the city's workers, rather than a system where organizations simply compete to "make the numbers."

■ **Support and invest in Community Development Financial Institutions (CDFIs) to provide low/zero interest training and education loans to New Yorkers as an alternative to traditional lending institutions.** Such organizations have a more client centered approach and infuse financial education and coaching into their product offering (example: Center of Economic Opportunity at IRC). CUNY systems can build relationships with such CDFIs to refer potential students who need funds to pay for trainings whether in whole or in part. An example of a program that does this is the Windmill Microlending program in Canada.¹⁰⁴

- Broadly promote, share, and communicate the city’s workforce development priorities and goals to industry and foundations so they can align their CSR and grant-making activities and goals with those of the city.

■ **Create a set of key performance indicators (KPI) with which to measure outcomes for clients across the whole workforce development system.** Unlike the current system, which uses outcomes data to measure performance of individual organizations against their negotiated contract goals, we propose that metrics measure the performance of the whole system as a team of organizations. Data collection, analysis, and reporting should drive continuous, system-wide improvements in the system that should be led by both the funding agencies and the providers. These metrics should align to a shared city workforce agenda that all agencies and stakeholders coordinate around and are held to regarding their performance. For instance, some metrics will evaluate whether program interventions are helping clients of early employment programs move towards self-sufficiency. Others will be applied to clients of career pathways programs to measure career advancement and skill acquisition.

- Examples of common metrics include but are not limited to:
 - *Tracking training completions, relevant certifications earned, overall job placement rates at 90 and 180 days, as*

well as overall job placement rates in training relevant jobs that pay a living wage.

- Share of supportive service referrals that are successful (e.g.: share of workforce clients who were offered housing assistance and successfully received housing help).

- Share of people in career pathways programs who gained employment in the field in which they trained.

- Share of clients who moved on to the next step in a training program or a career pathway.

- Make it easier for organizations to braid city, private, and other funding streams by streamlining outcome and performance metrics. Build a standardized set of metrics and outcomes that are developed in partnership with public and private funders and service providers.
- Encourage philanthropic and other private funders to adopt these common metrics and align their outcomes measurement requirements with these metrics.
- Root out workplace discrimination and worker abuse by reinforcing policies that increase and strengthen worker protections and job quality, including wage theft enforcement, indexed minimum wage and worker safety nets.
- Enforce New York City’s age discrimination laws.
- Launch know-your-rights campaigns aimed at workers who are especially vulnerable to discrimination and abuse, including immigrants, older adults, and women.
- Address barriers that prevent system success, including contracts that do not provide flexibility and funding for innovation, design, professional development, capacity building and other resources.
- Align real-time talent needs of employers to investments in training programs by investing in sophisticated data analysis capacity, such as that of CUNY’s Labor Market Information Service (LMIS).
- Analyze data from various sources to identify labor market trends and use the insights to inform the activities of the entire workforce development system.
- Make this data widely available and accessible to workforce service providers to support the development of curricula and program strategy.

¹⁰⁴ For more information, see Windmill Microlending. Accessed at <https://windmillmicrolending.org/>. Several years ago, the NYC Economic Development Corporation ran a pilot based on this model called Immigrant Bridge, which targeted skilled immigrants. For a discussion of Immigrant Bridge and a case study of the Immigrant Access Fund (precursor to Windmill), see Kate Hamaji and Christian González-Rivera (2016, Apr.). A City of Immigrant Workers: Building a Workforce Strategy to Support All New Yorkers. Center for Popular Democracy and Center for an Urban Future. Accessed at <https://nycfuture.org/research/a-city-of-immigrant-workers-building-a-workforce-strategy-to-support-all-ne>.

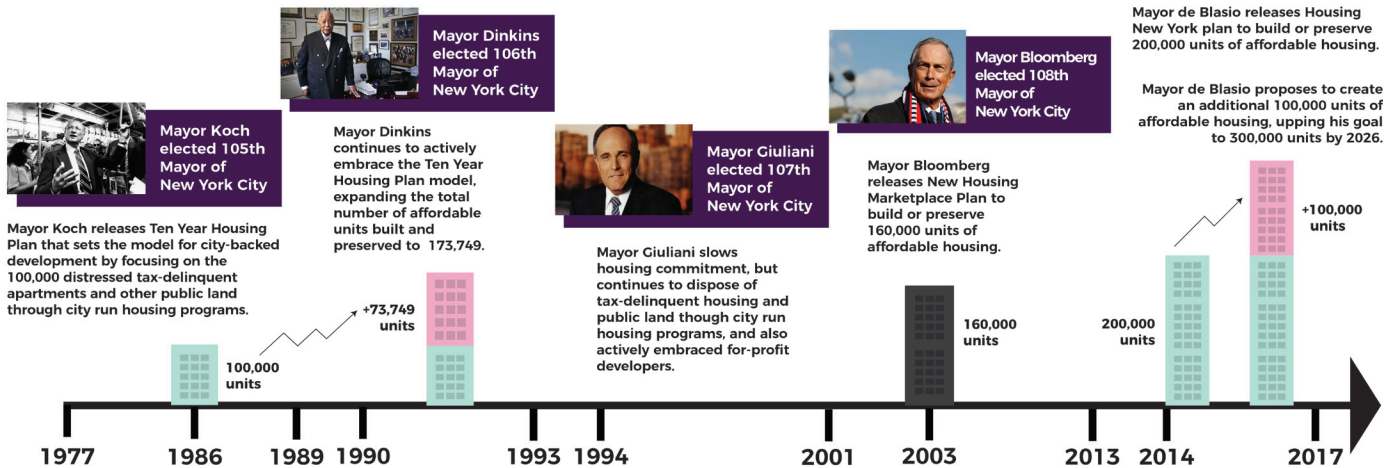
Mayors of New York City Housing Plan Timeline

Mayoral housing plans have played a high-profile role in defining a mayor's policy agenda and legacy since Mayor Koch introduced his historic Ten Year Housing Plan in 1986 through to Mayor Bill de Blasio's promise to build and preserve 300,000 housing units by 2026.



Mayor de Blasio releases Housing New York plan to build or preserve 200,000 units of affordable housing.

Mayor de Blasio proposes to create an additional 100,000 units of affordable housing, upping his goal to 300,000 units by 2026.



ANHD / Stephanie Sosa-Kalter. "Maximizing the Public Value of New York City- Financed Affordable Housing." (October 10, 2019).

An Inclusive Growth Vision of Affordable Housing

Inclusive housing means prioritizing the needs of low-income communities of color above those of the wealthy, white communities that benefit from the current system, and focusing on what people need, rather than what is profitable to build.

For an Inclusive Growth vision of affordable housing to become a reality, affordable housing needs to match the need among the lowest-income New Yorkers at the highest risk of displacement – those who are rent-burdened, need deeply affordable housing units, facing foreclosure and are un- or under-housed.

Increasing affordable housing does not have to rely solely on development. The City can also create mechanisms to turn existing unregulated units into affordable housing, such as the right-of-first-refusal,¹⁰⁵ and expand tenant protections and means to hold landlords accountable (like the Certificate of No

Harassment pilot program).¹⁰⁶ These goals require meaningful public oversight and community leadership that would establish a truly inclusive housing model that addresses the needs of the lowest income New Yorkers, reduces displacement risk among New Yorkers of color, and mitigates the homeless crisis.

Wealth and income gaps (exacerbated by the racialized public health and economic impacts of Covid-19), a continuing history of racism and the legacy of redlining, a planning approach that emboldens speculation, and a reliance on for-profit developers have created the conditions for inadequate, inaccessible, exclusionary housing, resulting in overcrowded conditions, severe rent burdens, and segregated neighborhoods. The negative impacts of these challenges are experienced most severely by New York City's low-income communities, and communities of color, with a growing number of the most vulnerable experiencing homelessness, or living in unhealthy or unsafe conditions.

¹⁰⁵ Association for Neighborhood & Housing Development / Benjamin Dulchin. "An Emerging Threat to non-profit Affordable Housing." (April 8, 2021).

¹⁰⁶ Association for Neighborhood & Housing Development / Benjamin Dulchin. "Tenant Harassment Should Not Pay." (December 17, 2020).

Since at least the Koch 10-year-housing plan, no housing plan has met the depth of affordability needed by the lowest-income New Yorkers. According to an ANHD analysis of affordable housing development from June 2014 to June 2017, 42% of affordable units were built for low-income New Yorkers, who make up only 16.3% of the population.¹⁰⁷ Meanwhile, the need among very low-income and extremely low-income New Yorkers, who make up 41.4% of the population, has not been adequately addressed by any mayoral housing plan.¹⁰⁸ While recent progress has been made in matching the depth of affordability in new units to city-wide need, the imbalance remains.

What is standing in the way

Racism

Following a history of redlining and segregation, New York City's exclusionary planning decisions generally make sure that lower density white neighborhoods remain low-density, protecting what is strategically called "neighborhood character" to mask the racism embedded in these decisions. This approach to planning creates housing and drives gentrification

¹⁰⁷ Association for Neighborhood & Housing Development / Stephanie Sosa-Kalter. "Maximizing the Public Value of New York City- Financed Affordable Housing." (October 10, 2019).

¹⁰⁸ Ibid.

in low-income communities of color, while declaring whiter, wealthier communities mostly off limits for affordable housing development. For example, City Island in the Bronx is zoned as a special purpose district, recognizing its nautical "neighborhood character,"¹⁰⁹ and has not developed as much as other Bronx communities. According to data compiled by THE CITY, the Community District in which City Island is located has built only 26 affordable housing units since 2014, while neighboring Community Districts with more low-income people and people of color built between 1,200 and 3,000 units. This is not an equitable distribution of a public need.¹¹⁰

Speculation

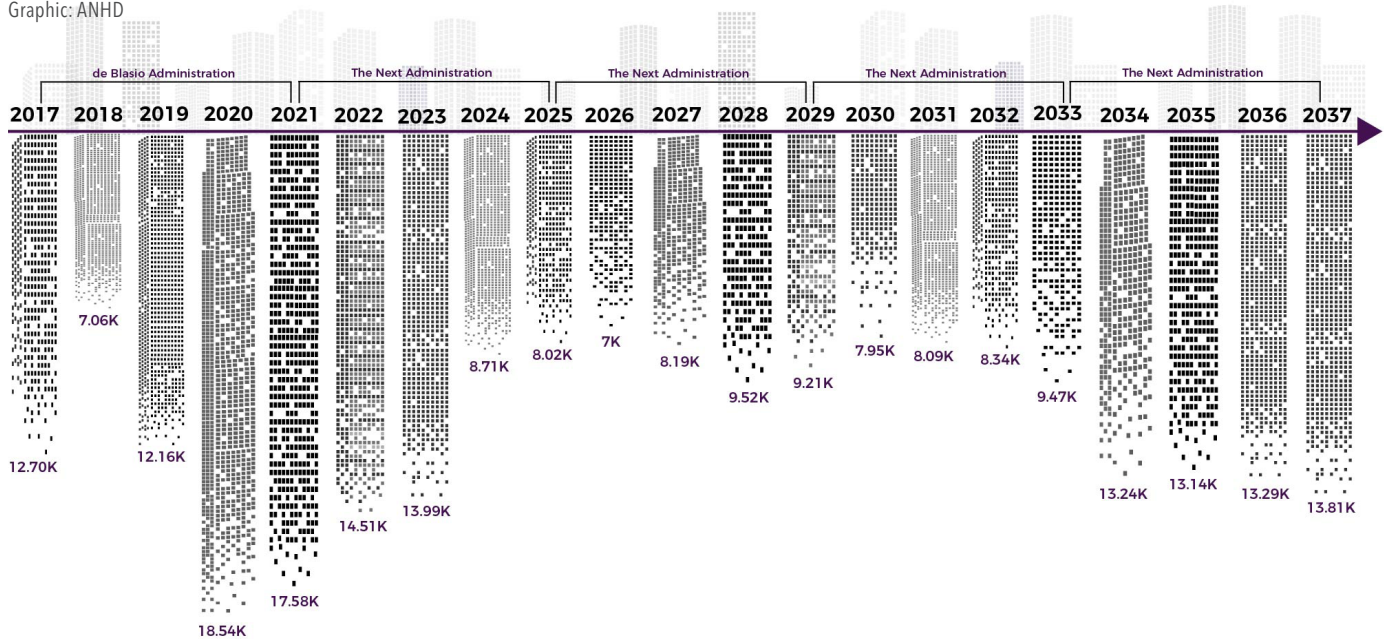
In many neighborhoods real estate speculators seek out homeowners, especially those who are at risk of foreclosure, in neighborhoods where they know they will be able to turn a maximum profit by buying to flip and sell the property. This practice impacts both owners who are coerced to sell on unfavorable terms and any tenants who may live in these buildings. Speculation also affects tenants in larger properties, when speculators overpay for properties on the premise of driving out lower-paying tenants in favor of higher-paying ones.

¹⁰⁹ NYC Planning. "Special Purpose Districts: Bronx." (n.d.)

¹¹⁰ Association for Neighborhood & Housing Development / Chris Walters. "Not All Housing Units Are Created Equal." (July 27, 2021).

The Expiration Timeline

Graphic: ANHD



The amount of City-backed affordable housing units at risk of expiring in a given year
 Added all together, it's a total of **234,520 units** set to expire **by 2037**

A bias to for-profit development

The lack of deeply and permanently affordable housing is partially attributable to the City's growing trend of prioritizing for-profit developers to develop public sites. For-profit developers rely on the subsidies and tax breaks that make affordable housing development profitable, which limits how much they produce. Still, for-profit developers get more new construction deals (75% between 2014 and 2018) and a disproportionate amount of preservation projects. The emphasis on for-profit development also puts the long-term affordability of existing affordable units at risk. There are 234,520 city-backed affordable units that will reach the expiration of their initial affordability between 2017 and 2037, which allows the developer to opt-out of affordability restriction.¹¹¹ The past few years have shown that for-profit developers are more likely to opt-out than mission-driven non-profit developers.

¹¹¹ Association for Neighborhood & Housing Development / Benjamin Dulchin. "A Permanent Problem Requires a Permanent Solution." (May 15, 2010).

Bureaucratic processes

The road to affordable housing development, despite appearances of inclusivity, is largely top-down. Housing Preservation & Development (HPD) term sheets are released to the public after they are fully formed, and many residents find the insider language inaccessible. Community input, even when it is required, does not bind the City to any commitments and often goes unheard.

Discriminatory lending

According to a 2020 ANHD report, the legacy of systemic redlining and discriminatory practices, together with racist practices that continue to this day, have made it so that fewer than 10% of all home purchase loans in New York City went to non-Latinx Black borrowers and fewer than 10% to Latinx borrowers of any race in recent years. The rates are lower among banks regulated by the Community Reinvestment Act, as communities of color disproportionately receive loans from non-bank lenders.¹¹²

¹¹² Association for Neighborhood and Housing Development / Jaime Weisberg. "Bank Reinvestment at Risk: OCC's CRA Rule Will Hinder COVID Recovery." (September 2020).





Affordable Housing Recommendations

To work towards a more inclusive and equitable housing agenda, the next mayoral administration must confront a complex set of housing challenges with a nuanced set of strategies that go deeper than traditional Mayoral housing plans.

Inclusive housing growth requires a city-wide framework that solves for the imbalance of power across neighborhoods and prevents disingenuous stakeholders from slowing equitable housing development. The new housing plan must focus on racial equity based outcomes, increasing options for the deepest need households, and supporting opportunity, mobility, and self-determination for NYCHA residents. The processes through which the housing plan is implemented must be re-evaluated to rebuild trust between communities, the place-based agencies tasked with execution, and the broad set of private-sector partners relied upon in implementation.

While the below recommendations respond to and exist within the current system of housing development and finance, it's also critical that the next administration begins to explore what a truly transformational housing system might look like: one where healthy, quality, sustainable housing is seen as a right, rather than a privilege, and one that supports new ownership structures that support long-term housing stability, and allow for a wider range of stakeholders and tenants to benefit from housing assets and increasing land values.

Working within the current New York City housing system requires robust investment in the preservation of the public housing and affordable housing stock; improving housing quality and accessibility; rooting out housing discrimination; improving mechanisms to access housing; and creating wealth-building opportunities and innovative models to preserve local connections to space, while preventing the displacement of low-income individuals, families, and communities of color. This also requires adequate funding for broader housing and homelessness prevention and support infrastructure through investment in housing-based and trauma-informed supportive services to keep people in their homes and cultivate healing, trust, and long-term place-making with emphasis on communities deeply vulnerable to housing insecurity and violence.



Image: RPA

PEOPLE

Creating safe, secure, accessible, and well-maintained spaces for people wherever they may live and/or choose to live.

Homelessness, if experienced, is brief and people can live comfortably in New York City at all income levels. There is adequate affordable housing access and an opportunities for meaningful input for deeply vulnerable communities often barred from systems: BIPOC communities, older adults, mixed-status families, transgender people, undocumented people, and sex workers.

■ **Deeply invest in rental assistance dollars to address the needs of low and extremely low-income New Yorkers.** There is not enough funding to meet the current housing needs of New Yorkers. Voucher funding must dramatically increase to provide more vouchers to more people across the city and to address back-rent impacting communities today.

- Increase the number of city funded rental vouchers to include very low-income individuals with high rent burden (preventative to displacement).
- Advocate at Federal level for universal expansion of the Housing Voucher Program (needs based vs. budget based).

- Design housing voucher programs that are targeted for those exiting nursing homes and the foster care system.

■ **Strengthen the safety net to prevent evictions.**

- Sustain funding for Universal Access to Counsel, and one-shot-deals.
- Expand the Senior Citizen Rent Increase Exemption (SCRIE) program and its counterpart for people with disabilities, disability rent increase exemption, to roll back rents to 30% of the beneficiary's income in addition to freezing them.
- Expand HomeBase funding to provide more support to single adults without children in order to reach more older New Yorkers.

■ **Increase social service funding tied to housing units to ensure more people maintain their housing.** Physical buildings are not enough to cultivate sustained community wellness, demonstrated by the recidivism of homelessness, rent arrears, and trend of staff turnover impacting housing sustainability.

- Increase funding for community-led and delivered service provision to address trauma and challenges that exist within housing systems to prevent recidivism of homelessness and support vulnerable communities (ie: cultural competency support for housing staff working with LGBTQI+ older adults so folks stay in housing).



Image: NYC Department of Transportation

COMMUNITY

Ensure that there are robust housing networks to enable families to inter-generationally maintain housing in their communities of choice, as well as housing options in every community for people who want to move to more accessible housing as they age.

■ **Create a housing plan focused more on outcomes than outputs, and target subsidies and tax incentives toward projects that meet the deepest needs of households within that plan.**

City dollars and policies need to be targeted towards the needs of deeply vulnerable communities (vulnerable due to displacement, racism, physical ability, and economic barriers), particularly through the development of deeply affordable housing that meets the needs of specific communities. “Affordable” definitions are broad and must be refocused to address these housing needs in the extreme wealth divide of New York City.

- Enforce a change in terminology within the housing plan and agencies so that “affordable” and “regulated” are not used interchangeably.
- Do not provide subsidies for units above 100% of area median income (AMI), and allow market-rate units to cross-subsidize deeper affordability within projects where financially feasible.

- Increase the share of supportive housing for all populations (including singles and families). Invest a higher share of capital subsidy for projects that meet the needs of special populations (supportive housing, housing for domestic violence survivors, re-entry housing, etc.).
- Enact property tax reforms that will enable rental housing to be constructed more easily without tax incentives, so that tax incentives can be used to incentivize more deeply affordable housing and other public goods.
- Encourage diverse housing typologies at neighborhood level to enable greater socioeconomic and racial diversity.

- **Create more affordable housing opportunities in areas with lower share of affordable supply to ensure all New York City neighborhoods are accessible to various income levels and especially those with extremely low- and low-incomes.** There is a lack of sufficient affordable housing options in many neighborhoods, and many wealthier, white neighborhoods have effectively blocked new development, deep affordable housing, and supportive or shelter housing in their communities exacerbating this inequity. While we recognize that increasing density and housing development won’t solve the housing crisis, it is necessary that we require all neighborhoods to

participate in addressing the affordable housing crisis, especially whiter and wealthier communities that have historically been allowed to opt out.

- Accelerate land-use processes for projects that provide or preserve affordable housing in areas that have a limited stock of such units and that align with and further stated city-wide housing affordability goals, metrics, and ‘fair-share’ distribution across neighborhoods.
- Propose changes in density, lot size, and parking requirements that will make construction of new affordable housing in lower density districts more financially feasible.
- Identify higher-cost areas and areas with transit capacity that can be rezoned for additional affordable housing by way of increased density. This must be pursued in a way that does not displace residents, that does not decrease existing low-cost housing and that includes tools that protect local residents throughout the development transition.
- Require a higher share of low income housing tax credit allocations to be spent in areas with lower share of affordable supply.
- Identify public sites in higher cost areas that can be prioritized for affordable housing for highest need populations; accelerate existing projects in pipeline that will facilitate more equitable housing development.
- Expand tools to increase affordable housing in these high cost areas by capturing existing affordable housing – for example, community purchase of buildings and bringing existing buildings into rent stabilization.
- Decrease housing construction costs through investment and code changes for equitable labor practices. The city needs to bring costs down to build more housing and meet resident housing needs, while leveraging housing construction to further equity goals.

- Invest in sectors and companies that will help bring cost of construction down (mass timber, modular), or, consider code changes that will bring cost of construction down without risking quality/safety of housing or labor practices.

- Pool together subsidies and grants from utilities, and New York State Energy Research & Development (NYSERDA) to lower the cost of energy efficiency, health and safety measures

- Prioritize companies and partners that further city-wide racial equity, social and environmental performance goals such as M/WBE, B-corp, and community-owned/controlled

- **Identify barriers to points of entry to housing for specific communities, and commit funding and infrastructure towards addressing such barriers.** New York City housing access systems do not address specific community-based vulnerabilities: Shelters are inherently transphobic/unsafe, medical systems have committed racial and identity-based harm, there continue to be extreme issues of safety for undocumented people, and other points of entry to housing are less accessible for certain communities.
 - Identify means of testing for housing discrimination based on gender identity and sexual orientation (Consumer Protection Bureau, Commission on Human Rights, or newly announced HCR Fair Housing Testers).
 - Reflect on source of income discrimination data in New York City to identify geographic trends and recourse for high levels of occurrence.
 - Using lessons learned from congregate shelter relocation of homeless communities during the pandemic, allocate funding dollars towards development of trauma-informed, single-unit shelter systems to increase physical and mental safety of residents.
 - Increase funding for retrofitting apartments for aging population and those with mobility issues.
 - Ensure that new housing supports safe, convenient, affordable transportation options so that residents can access employment/education/social/recreational/healthy food opportunities but does not displace residents and/or decrease existing low-cost housing.
 - Conduct outreach and share information so that all New Yorkers are aware of the housing subsidies and benefits that can help them afford their housing, such as housing benefits that target vulnerable populations including older adults, persons with disabilities and victims of domestic violence.
 - Improve marketing of new construction and reporting of outcomes. There should be a technological solution for identifying vulnerable residents who are eligible in a more targeted way.



■ **Improve housing quality and stability in historically disinvested neighborhoods.** Housing quality and stability is precarious in disinvested communities, usually until gentrification takes hold and then disinvested communities are displaced or cannot access the new community investment. We need tools to address this.

- Legalize basement apartments and accessory dwelling units (ADUs).
- Expand Mortgage Assistance Program and Homeowner repair programs for long-standing residents and families.
- Provide real resources in the form of land and funding to Community Land Trusts (CLT) and other community ownership models that will enable long-term housing stability and community ownership amidst changing economies for low-income households.
- Ensure financial investments are supporting and stabilizing disinvested neighborhoods and do not reinforce harassment, displacement, speculation or predatory equity. Downgrade Community Reinvestment Act (CRA)-regulated institutions that engage in activities that destabilize neighborhoods.

■ **Unpack and address the complex interplay of housing and education policies and practices that impact neighborhood-level segregation.**

Housing quality and value is directly related to public education funding and investment, demonstrating the connection between poverty and educational access.

- Require and fund the creation of robust community-driven school district diversity plans that can help facilitate more diversity and integration in the city's school districts.
- Identify and root out biased and/or misleading practices within the real estate industry and other entities that distribute information about school quality that may steer families and reinforce segregation.
- Facilitate coordination between Community Education Councils and the City's housing and planning agencies, to encourage school rezonings that promote integration.

■ **Invest in community connection and social ties opportunities for residents of NYCHA housing to address inequitable amenities and community resources.**

Design challenges contribute to ongoing disconnection between NYCHA campuses and residents and their surrounding communities and neighborhoods, contributing to a sense of segregation and othering.

- Invest in ways to better integrate NYCHA campuses into surrounding communities and streetscapes through design.
- Create a bigger role for NYCHA tenants' associations in disaster response, outreach around community services, and other city-wide planning that directly affects the health and safety of residents. This includes greater governance for tenants' associations in budget decisions and discretionary allocations.
- Explore opportunities for asset and wealth-building for NYCHA tenants that support financial security and intergenerational stability.



Image: Spencer Means

SYSTEMS

Affordable, attainable, adequate, accessible, and stable housing is the central tenet for city housing agencies.

■ **Facilitate greater coordination and accountability between agencies responsible for homelessness and housing through a streamlined entity.** There are disparate and siloed

entities working to address homelessness and housing in New York City, creating bureaucratic delays and communications barriers that impede the work and efficiency of processes.

- Bring Department of Social Services (DSS) agencies under the same Deputy Mayor and reporting structure as the NYC Department of Housing Preservation and Development, NYCHA, City Planning, and Economic Development agencies. Coordinate with NYCDOE to prevent negative impacts to school-aged youth and better serve homeless families with kids.

■ **Engage a broad and representative set of stakeholders in the creation of the city-wide housing plan.** Community advising must inform housing planning in ways that are different from historical planning processes. Advisory board

structures should only be in place when power is placed in the voice of community leaders and advisors from ideation through completion of projects.

- Create a Housing Plan Steering Committee with community-based members to provide meaningful input and decision-making into the creation of the admin’s Housing Plan.
- Commit to a clear, transparent, time-bound process for engaging stakeholders early.
- Ensure stakeholders are representative of neighborhoods and populations traditionally left out of decision-making.
- Center racial equity and restorative justice in process of creating the plan, analysis that informs the plan’s goals, and the goals themselves.

■ **Streamline engagement processes across agencies that oversee development and place-based change.** There are disparate and siloed processes, policies, and decision-makers in community development at the city level.

- Identify best practices with advocacy and community-based groups, and require HPD, DCP, EDC, NYCHA, and DSS to use the same neighborhood and site planning engagement processes to inform plans and decisions; require

those processes to be inclusive, meaningful, and transparent to communities where investment is taking place; publish community visioning frameworks that come out of such processes.

- In RFP processes, require community visioning frameworks to be attached to RFPs and reward respondents that are responsive to inclusive community visions.

■ **Meaningfully address fair housing mandates and root out discrimination in the housing market.**

The City needs to build on the work that is happening to more thoroughly address housing discrimination with more innovative strategies, as current systems are not enough.

- Change community preference policy to more meaningfully target long-standing residents that are housing insecure (as measured by rent burden, quality of existing housing, or other to-be-developed measures of housing vulnerability).
- Support legislation that aims to root out discrimination and enforce fair housing laws within co-op approval processes.
- Expand paired testing budget throughout city to root out discrimination in the private market.
- Support legislation that works to address discrimination in the housing market based on criminal justice involvement.
- Invest in CCHR's capacity and systems to enforce fair housing regulations throughout the city.

■ **Significantly investment in NYCHA rehabilitation, infrastructure and preservation.**

NYCHA preservation and investment is critical for Inclusive Growth.

- Fully fund mechanisms for NYCHA rehabilitation and all infrastructure and safety needs to demonstrate accountability to current and future NYCHA residents, while ensuring long-term public ownership and control.
- Ensure tenant engagement and decision-making in NYCHA processes and resources spending.
- Mandate regular data and information transparency to NYCHA tenants, policymakers, and the public.

■ **Address resiliency, climate adaptation and sustainability for New York City's residential building stock, especially in NYCHA and when public subsidies are used.**

It is critical for New York City's buildings to adjust to the climate crisis.

- Mandate performance standards.
- Ensure all projects are getting building electrification ready. Generate funding to accelerate beneficial building electrification (upgrading electrical wiring, increase air insulation, reducing usage load) with priority for buildings in distress, those serving extremely-low and low-income tenants, and NYCHA.
- Invest in weatherization of NYCHA buildings and older affordable housing stock such as cladding and window replacements.
- Support deep retrofit measures that move beyond the existing incentive framework.

What New York Needs from the Next Administration

The new mayoral administration represents a new opportunity. What is needed from it is a new vision of economic and racial equity, and the ability to implement this vision.

This vision must be bold, and must not go back to the old playbook from previous recoveries. Previous recoveries resulted in far greater growth and opportunity for those already enjoying privileged places in our city. It is clear that the people who benefit the most from the status quo cannot be the same people to determine a new direction. If we want a different direction, the new administration must take a different approach – one that prioritizes equitable growth and is shaped by an inclusive process.



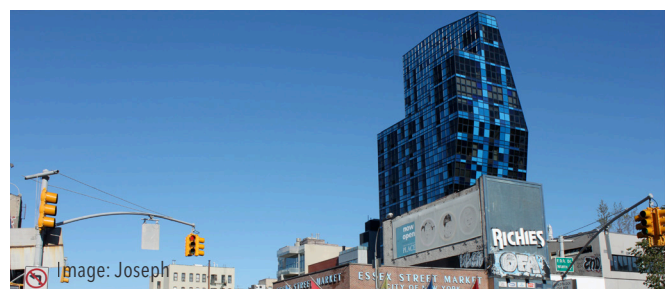
Appendix: Case Studies

The IGI Steering Committee evaluated five case studies to generate policy recommendations for the Blueprint. These case studies allowed the Steering Committee to evaluate real-life developments and projects and elements that could be applied based on project success or failure to Inclusive Growth recommendations.

The Steering Committee was broken out into smaller teams to analyze and evaluate the case studies in the following policy focus areas.

- 1. Governance, Decision-Making & Community Trust**
- 2. Education**
- 3. Economic Benefit & Scale**
- 4. Public Life & Neighborhood Design, Transportation/Mobility & Access**
- 5. Technology**
- 6. Health & Wellness**
- 7. Climate & Sustainability**

The analysis of these five case studies resulted in conclusions which were then applied to New York City systems and thus serve as a basis for many recommendations in this Blueprint. The Steering Committee was reconvened in four groups based on the recommendation section/pillars (Foundations/ Best Practices, Housing, Economic Development and Workforce Development). They were broken up into these groups based on their expertise where they used the case study analysis to inform their recommendations. The final list was voted on and approved by the IGI Steering Committee.





Case Study 1: Atlantic Yards-Barclays (Brooklyn, NY)

Pacific Park (originally called Atlantic Yards) is a 22-acre, mega development project in Brooklyn, New York.

A major part of the development includes the Barclays Center sports arena, which was completed in 2012 as the home to the Brooklyn Nets. It also includes the redevelopment of the LIRR train yard called the Vanderbilt Yard and subway facilities, called the Vanderbilt Yard, and the development of 16-17 buildings for residential and commercial uses. Three buildings were slated to have 50% affordable units, built on a platform over the Vanderbilt Yard, but these plans have shifted over time and some of the affordable units were reconfigured into one mixed-income building and two 100% affordable buildings so far. The true affordability of these units has been a topic of concern from housing advocates, as the developers struggled to fill the middle-income units when buildings opened.

The project was announced in 2003 by developer Forest City Ratner, with much public attention on the move of the Nets from New Jersey to Brooklyn and the anticipated architectural design by Frank Gehry, who was later dropped from the project). New York state used eminent domain to seize private property, including residences and businesses, to turn over to the developer. This exercise of eminent domain immediately faced public scrutiny and severe opposition from community groups but was ultimately upheld in court. In 2005, Forest City also won the MTA bid for the Vanderbilt train yard redevelopment. In 2006, when the project was first approved, the projected timeline for completion was 10 years. The MTA contract, however, was eventually revised to allow payments until 2030, and the Development Agreement with the Empire State Development Corporation, which was also revised in 2009, gave the developer until 2035 to finish the project. Atlantic Yards Community Development Corporation was formed as a subsidiary of ESDC in 2014 to advise the board on this project.

In 2014, as Forest City prepared to sell 70% of the project to Greenland U.S.A., they faced a potential lawsuit on fair housing grounds. Residents argued that the delayed buildout harmed black residents threatened by steady displacement, rendering them ineligible for community preference in housing lotteries. Averting a lawsuit, and easing the Greenland deal, an agreement revealed that June in a prominent New York Times article set a new 2025 deadline for the income-linked housing, with two “100% affordable” rental buildings to start in 2014 and 2015. The developer at the time contemplated numerous fully market-rate buildings, both condos and rentals, a departure from the original agreement negotiated by New York ACORN to build all rental buildings as 50% affordable. In 2017, when those “100% affordable” buildings opened, not only did the city’s housing lottery deliver few takers for middle-income units, Greenland Forest City also began offering a free extra month on a one-year lease, borrowing an incentive typical for market-rate units, and later offered two and even three months free. After years of delays, in 2018, Forest City Ratner sold all but 5% of the project to Greenland U.S.A. and leased three parcels to The Brodsky Organization and TF Cornerstone, local developers.

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Image: Sacme

Case Study 2: Co-Op City (Bronx, NY)

The 320 acres of Co-op City in the Northeast corner of the Bronx were originally mostly marshland, much of it inhabited by the Siwanoy Nation. In 1966 Co-op City broke ground, the first residents moved in in 1968, and in 1973 it was completed as the largest, and last, large-scale co-operative development in New York City.

Like many Mitchell-Lama middle-income developments, it was built to attract residents who had the option of moving to the suburbs, and the apartments were considered fairly high-end for the time, with large apartments with eat-in kitchens, sweeping views and central air conditioning. The development went well beyond just cooperative housing, ultimately consisting of everything needed to support a small city – indeed, Co-op City would be the 10th largest city in the State, and is larger than cities like Poughkeepsie, Binghamton or Niagara Falls.

Structural and financial problems plagued Co-op City from its creation. The original mortgage was 50% larger than anticipated due to construction cost overruns, much of it stemming from the marshy terrain. Charges of shoddy construction, management and even corruption were leveled from the beginning of the project as well. A combination of the construction cost overruns, needed ongoing repairs due to substandard construction, bad maintenance, inflation and high energy costs led to spiraling carrying charges.

In 1999 residents gave up self-managing the complex and brought in a professional management company. In the mid 2000s a major renovation occurred which

largely brought the complex back to a state of good repair. In 2012 much of this debt was refinanced and a \$631 million Federally guaranteed mortgage was established, along with credit support from NY State. Because of the low-interest rate environment, the refinancing saved residents about 10 million dollars a year. Between the tax exemption and the refinancing, this translated out to a savings of \$132/month in carrying charges for each apartment. Finally, in 2020 New York City agreed to extend the tax exemption, now worth about 30 million, and provide additional financial support in exchange for the complex remaining in the Mitchell-Lama program until at least 2052. Today, Co-op City, through all its ups and downs, is approximately as affordable as when it was constructed while the rest of New York City has become significantly more expensive, and by most accounts it remains a place its residents value, both for its affordability and community.

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Case Study 3: Denver FasTracks (Denver, CO)

FasTracks is a voter approved transit expansion program in the Denver metropolitan area. Since 2004, the Denver Regional Transit District (RTD) has built over 20 miles of light rail, 50 miles of commuter rail, a bus rapid transit line, and a new transit station in downtown Denver.

A full list of program elements is available [here](#). Transit oriented development, which seeks to build housing and other development near transit stations, is also part of the program. This includes the Denver Revitalization Project to revamp Union Station and create a new mixed use, transit oriented development district surrounding it. In addition to new train service, the Union Station development includes a 22 bay bus terminal opened underground in 2014, along with shops and thousands of apartments.

FasTrack is being built using revenue from a .4% region wide tax increase that was approved by voters in 2004, along with Federal money and private contributions. The 2004 FasTracks Plan envisioned the program as a 12-year, \$4.7 billion series of transit improvements and additions. Most of the program is built, but a few expansions remain unconstructed. The program experienced delays due to the 2007 financial crisis (and declines in sales tax revenue), and rising costs for

materials, leaving a number of so-called “Unfinished Corridors.” At the time, then-Mayor Hickenlooper employed other regional mayors and a task force of industry leaders to explore other funding mechanisms to complete the program. Instead of going back to voters for another ballot measure, they explored Public Private Partnerships and private financing to complete remaining projects.

As of 2019, four corridors remain unfinished and funds for their completion have not been identified or committed: 1) the Northwest Corridor from Westminster to Longmont; 2) the North Metro Corridor from 124th Avenue to State Highway 7; 3) the Central Corridor Extension from 30th and Downing to 38th and Blake; and 4) the Southwest Corridor Extension from Mineral to C-470 and Lucent. In April 16, 2019 the RTD Board directed “RTD staff to investigate and research all reasonable cost-saving measures for construction and operation of the Unfinished Corridors and creative funding mechanisms for the same as expeditiously as reasonably possible.”

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Image: Joseph

Case Study 4: Essex Crossing (New York, NY)

Essex Crossing development is a 1.9 million square foot mega project in Manhattan's Lower East Side, along Delancey Street, at the foot of the Williamsburg Bridge.

It includes 10 unique sites that were originally tenement homes for immigrant New Yorkers. This site, which became known as the Seward Park site, or the Seward Park (Extension) Urban Renewal Area (SP(E) URA), continued to remain undeveloped into the turn of the twenty-first century. This was in large part a result of the efforts of then State Assembly Member Sheldon Silver, who leveraged his power to ensure the site laid vacant during his tenure, supporting the large block of Grand Street co-op residents who were in opposition to low-income residents moving into the neighborhood.

Despite this opposition, the Bloomberg administration's Economic Development Corporation led an effort to build consensus around a new plan. Lower East Side residents and community groups worked with city planning and housing officials to negotiate planning guidelines, which were approved by Community Board 3 in January 2011. Silver and his constituents were represented at this vote, and the 50% affordability requirement was seen as a compromise with housing advocates, who pushed for deeper affordability. In October 2012, according to Curbed, "after a four-year period of community discussion and planning, Mayor Michael R. Bloomberg signed the Seward Park Mixed-Use Development Plan, paving the way for the development on the vacant sites from the original Seward Park Extension (along with a few additional nearby sites). It also led to the rechristening of the area: SPEURA was now 'Essex Crossing.'"

As Curbed reported: "The plan allows for 1.65 million square feet of development, 60% of which will comprise 1,000 housing units; half of those will be either "affordable" or reserved for senior citizens. What's more: residents who lived on the now-vacant sites between 1967-1973 will receive preferential consideration, although they still must meet income guidelines to qualify." The affordability rate is more than double the usual inclusionary requirements. Essex Crossing is nearing completion, with 7 of the 9 development sites fully built and operational. The 99-unit, 100% affordable Frances Goldin Senior Apartments was the first to open in 2018. Five mixed-income buildings have opened since, including the centerpiece of the project at 26 stories and housing Essex Market, and another 100% affordable senior housing development. The development is expected to be completed by 2024.

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Image: Darkcore

Case Study 5: Newark Rutgers Development (Newark, NJ)

The economic development role and impact of anchor institutions, such as higher educational institutions, hospitals and private sector companies with longstanding connection to place, is gaining national recognition.

Anchor institutions can leverage their buying power, and their roles as significant employers, conveners of stakeholders and repositories of knowledge about entrepreneurship and manufacturing to support local economic development. One such anchor institution is New Jersey's public university Rutgers, whose Newark campus has started an initiative called "Hire. Buy. Live. Newark."

This initiative is in partnership with the City of Newark and other local institutions, and aims to dramatically reduce poverty and unemployment and to strengthen the city's economy by the beginning of the next decade. A concerted anchor strategy has been a part of the strategy for Rutgers Newark since Nancy Cantor became Chancellor in 2014, although components predate her chancellorship. There is no formal "deal," instead the Newark Anchor Collaborative is an understanding between these organizations, outlined below. Anchor strategy related initiatives are all coordinated through the Rutgers-Newark Chancellor's Office. Community benefits are outlined in the title - jobs for local residents (hire), economic activity for local businesses (buy), and an expansion of the tax base and economy by encouraging Newark residency (live). Specifically:

- ▶ **Hire Newark** will connect 2,020 of the city's unemployed to full-time living wage jobs by the year 2020, cutting the employment gap between Newark and New Jersey in half.
- ▶ **Buy Newark** will support the growth of local businesses and match them to the purchasing needs

of other Newark businesses, large and small, including the anchors, which are committed to increasing overall local procurement by 2020.

- ▶ **Live Newark** will attract more employees, faculty and students to live in the city and will provide existing residents with additional rental and homeownership choices and incentives.

Live.Buy.Work.Newark is different from a "deal" based construction initiative, and more of a series of commitments designed to strengthen the City, as well as the private institutions contributing, through voluntary investments in local initiatives. It is based on a good-faith understanding of shared interest, with institutions, the City of Newark and residents all benefiting from strengthening each other. Public investment is minimal, mostly consisting of personnel and branding without much in the way of capital dollars. However, because public investment is minimal, public control is also minimal. There are no official mechanisms or enforcement to meet stated goals, and it is largely dependent on the private sector meeting commitments. Because of this changing economic or other conditions can easily interfere and take precedence over the stated goals. The "live" initiative especially also raises questions of gentrification and whether existing residents or new arrivals will benefit most from the program.

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