



Advancing Equity for

BOSTON'S RESILIENCE

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OVERVIEW

The Bertelsmann Foundation (BFNA), with generous support from the Open Society Foundations, has partnered with the 100 Resilient Cities initiative (pioneered by the Rockefeller Foundation) and the German Marshall Fund of the United States (GMF) to launch the Transatlantic Policy Lab (“the lab”). The lab is a unique forum to explore the agenda for advancing just and fair inclusion, or equity, in U.S. and European cities. Boston, Massachusetts, and Athens, Greece, provide the backdrops for interactive, weeklong explorations into this issue by a team of trans-Atlantic experts from local governments, philanthropy, think tanks, nongovernmental organizations and the private sector. The lab is an organic, results-driven exercise, aimed not only at facilitating a trans-Atlantic dialogue, but also developing place-based policy

recommendations that can advance an equity and resilience agenda in both cities.

This report summarizes the Boston lab, which took place from February 28 to March 4, 2016. Since its inception, the lab has worked in tandem with the City of Boston’s chief resilience officer, Dr. Atyia Martin. The lab is designed to build on the key findings of the City’s Preliminary Resilience Assessment, which used community engagement to rank and order the City’s resilience priorities. The recommendations contained within this report will feed directly into the City of Boston’s Resilience Strategy, which will be released to the public in October 2016.

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Lab Background: Equity as a Driver of Resilience

Across the United States and Europe, cities are increasingly facing the challenge of rising inequality as a result of growth that is neither sustainable nor inclusive. In many cases, this only exacerbates historic inequalities that have already left certain groups off of the pathway to opportunity. The impact of this reality is far-reaching, and it is felt most profoundly among individuals whose advancement is constrained by structural forces, racism and prejudice, or threats to their personal well-being. Inequality also manifests itself in city space. Historic urbanization patterns and urban planning regimes concentrated poverty in certain neighborhoods, which discourages investment. New urban growth and investment spurred on by globalization are reshaping cities causing spikes in gentrification, displacement and further spatial polarization. Thus, inequality is widely acknowledged as one of the most pressing challenges facing cities and metropolitan regions.

In Boston, inequality is rooted in structural racism that has long burdened the city and its residents. Boston has been a majority-minority city since 2000, with new immigrants from Latin America joining established Caribbean, Asian and African-American communities. Boston is a growing city both in terms of its population and its economy; but not all are benefitting from this growth, and Mayor Martin J. Walsh is committed to changing this dynamic. The experience of inequality has been especially acute in Boston, which a Brookings Institution study recently noted has the highest income inequality of any city in the United States. Throughout the lab, local leaders and experts shared statistics, reports, and personal stories that illuminate the personal, community and citywide impacts of inequality. This engagement also reinforced the linkage between the chronic stress of inequality and the city's ability to bounce back from shocks, such as extreme weather events or terrorism. Fittingly, the City of Boston identified racial equity and social cohesion as cross-cutting themes in its Resilience Strategy.

Whereas inequality describes the challenge, equity, which is defined as fair and just inclusion, offers a path toward change. The Transatlantic Policy Lab explores the policy levers that will improve equity and equitable outcomes in Boston. To make sure both sides of the trans-Atlantic cohort were working from the same understanding, it was an important part of the lab orientation to define equity (pursuit of fairness) and differentiate it from equality (pursuit of sameness). Dialogue with lab experts revealed important cultural and linguistic differences in how the terms are understood and used in Europe versus the United States. In Finland, for example, there is a clear distinction between the terms; equity in Finnish is *oikeudenmukaisuus*, which translates as “fairness” or “impartiality” and also includes a root word, *oikeus*, meaning justice. In German, however, *gleichheit* contains elements

Boston by the Numbers

Population: 655,884

Boston ranked the most unequal city in the United States in 2014¹

In 2014, those in Boston's 95th percentile of income earned 17.8 times more than those in the 20th percentile, a ratio approached only by New Orleans (17.7) and Atlanta (17.5)²

Median net worth of white households: \$247,500³

Median net worth of African-American households: \$8⁴

of both definitions and the corresponding policy agenda in Germany has a different framework than in the United States.

The levers for advancing equity cut across multiple policy spheres. At the City's request, the Boston lab focused on economic and social equity issues, in particular education, jobs and technology. Further, the lab focused its analysis of Boston's complex equity challenges by exploring two of its most diverse and dynamic neighborhoods: Roxbury and East Boston. These distinctive neighborhoods each have a rich landscape of community assets and success stories of inclusive growth and revitalization. While they differ in their challenges with inequality, both neighborhoods' stories give context to important issues at play across the city. The lab was simultaneously inspired by the innovations already present in these communities and intrigued by the possibilities of building on these successes with the final recommendations.

Lab Process: Trans-Atlantic Collaboration with Boston Stakeholders

The goal of the lab was to develop a robust understanding of Boston's equity challenge in order to make informed and feasible recommendations to inform the City's Resilience Strategy. Several challenges complicated the process, including the compressed lab timeline and the complexity of both the issue and the case study neighborhoods. Both BFNA and GMF shared the goal of designing the lab in a thoughtful and meaningful way despite these challenges. Thus, BFNA and GMF collaborated with the lab's facilitation partner, TMI Consulting, to design a process that utilized strategies from design thinking or human-centered design, which is rooted in empathy. As such, the first three days of the lab focused on intensive information gathering activities at both the citywide and neighborhood scales. Over the course of the lab, the experts spent 40 hours engaging with more than 30 local leaders through presentations, site visits and dialogue sessions. The rich insight gained from these experiences illuminated key challenges and opportunities that were invaluable to the lab process. As shown in the graphic below,

Boston: February 28 - March 4

Citywide Framing

Neighborhood
Exploration and
Analysis

Big Idea
Brainstorming

Recommendations
Development

Remote: March 14 - May 2

there were four main phases of the lab process that included a weeklong session in Boston, as well as remote engagement with the lab experts to develop the final recommendations.

The first phase of the lab process involved citywide framing of the equity challenge. Headquartered at the Roxbury Innovation Center, the lab kicked off with briefings from city officials, local academics and community members. The topics included an overview of the City's Resilience Strategy, discussion of Boston's equity challenges and a deep dive into key indicators and data sets. The second and third days composed the next step of the lab process, neighborhood exploration and analysis. On these days, lab experts explored Roxbury and East Boston to learn about the organizations, programs and initiatives already working to advance



discussions with community experts. In East Boston, lab participants met with executive staff at the Neighborhood of Affordable Housing before engaging in a wide-ranging discussion with the principal of East Boston High School. In Roxbury, participants visited the Dudley Street Neighborhood Initiative and the Commonwealth Kitchen. Engagement in both neighborhoods culminated with a networking lunch and facilitated roundtable discussion with local civic leaders, business owners and institutional representatives.

Following the neighborhood site visits and stakeholder engagement, the lab experts analyzed the inputs and information received using a SWOC (Strengths, Weakness, Opportunities and Challenges) model. As seen in the photographs of the session below, the lab experts were thorough in documenting their initial takeaways and insights from the first few days of the lab. Later in the week, experts utilized elements of design thinking to further refine and

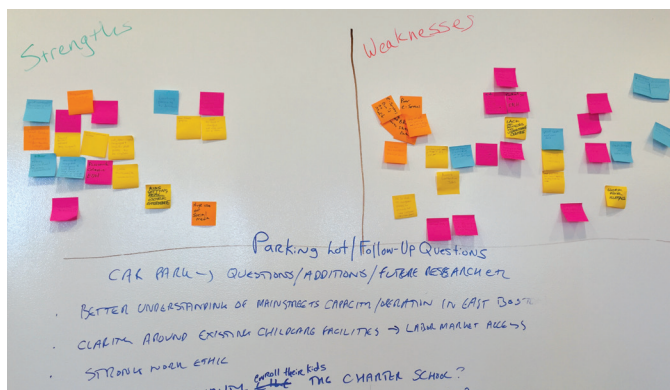
Roxbury Site Visits	East Boston Site Visits
Dudley Street Neighborhood Initiative	Neighborhood of Affordable Housing
Commonwealth Kitchen	East Boston Public High School
Roxbury Innovation Center	



community development and revitalization. The experts uncovered each neighborhood's specific equity challenges through informational briefings, site visits and small-group



process their experiences in each neighborhood and begin the “Big Idea” brainstorming phase. Each neighborhood team sifted through the SWOC analysis to identify major issues or levers that could advance social and economic equity within Roxbury and East Boston, as well as citywide. Through intensive discussion and debate, the team narrowed the list of potential issues to a set of “Big Ideas” for social and economic equity. In this phase of the process, the lab experts leveraged their own expertise and knowledge of innovative practices to identify potential policy interventions to address the issues at hand. Over the course of the afternoon, as the “Big Ideas” took shape, more concrete recommendations for policies, programs and investment emerged. The teams then participated in two feedback loop sessions to refine their ideas. In the first session, the teams shared with each other; in the second session, they presented to groups of neighborhood stakeholders that they met during site visits.



The team spent the final day of the lab reflecting on the input from the feedback sessions, making final adjustments to their “Big Ideas,” and mapping out an action plan to transform them into concrete recommendations to the City. Each member of the lab elected to work on a specific “Big Idea” during the post-lab remote sessions from March 14 to May 2; this step involved additional research, engagement with City of Boston officials and drafting of the recommendations for this report. Each recommendation shared in this report includes key goals and actions for implementation, as well as profiles of trans-Atlantic models or best practices. During this final phase of the lab, BFNA and GMF held two conference calls with the neighborhood teams to check on progress, discuss engagement with the City and further refine the recommendations. This report provides an in-depth look at each recommendation that the lab offers to the City of Boston for its consideration.

Lab Recommendations

The lab produced the following recommendations as a result of its collaboration and engagement with the City of Boston and stakeholders in the Roxbury and East Boston

communities. The insights and experiences from these engagements inspired the lab to consider both citywide and neighborhood-specific recommendations that would advance social and economic equity in Boston. The recommendations respond to the City’s expressed interest in jobs, workforce and technology. In addition, the lab offers recommendations in other key areas that emerged as a result of the design thinking and stakeholder engagement process. As noted earlier in the report, there are challenges to designing and implementing a time-constrained process that requires outside experts to thoughtfully and thoroughly immerse themselves in issues with deep complexity and history. With these parameters in mind, BFNA, GMF and the lab experts offer these recommendations as one input into forming Mayor Walsh’s vision for a more equitable and cohesive Boston.

Below are citywide recommendations and neighborhood-specific recommendations for East Boston and Roxbury. Each recommendation is the work of a trans-Atlantic expert or team of experts; the text reflects the authors’ unique perspective, as well as the broader contributions of the team. Each recommendation includes a summary of the authors’ insights on the issue, key recommendations and suggested models or best practices for further investigation.

All Access Boston: RECOMMENDATIONS FOR CITYWIDE CHANGE

The following six recommendations tackle the big policy levers that can drive progress toward social and economic equity. While inspired by the experiences in the case study neighborhoods, these recommendations are targeted for citywide action.

Citywide Recommendation 1: Deepening Economic Inclusion Efforts

According to a City of Boston report, “one in five Bostonians lives in poverty—close to one in three children under 18 years of age—and a far greater share earn too little to afford the high cost of living in the city.” There is little doubt that Boston’s resilience now and in the future will be determined, in large part, by the City’s ability to close the income inequality gap, provide access to educational opportunities and align education with long-term careers capable of meeting or exceeding the cost of living for a family in Boston.

Recently, Mayor Walsh released the [Economic Inclusion and Equity Agenda](#), a comprehensive look at Boston’s current equity status and a broad agenda outlining specific policies and programs to improve equity and economic inclusion within the city. This agenda highlights the need for a coordinated effort among disparate federal, state and city agencies, community organizations, foundations and others to achieve greater outcomes and results. This agenda builds on the foundation created in 1983 with an ordinance establishing the [Boston Residents Jobs Policy](#). The Jobs Policy sets goals for city construction projects to achieve worker man-hours that meet the standards of at least 50 percent by Boston residents, at least 25 percent by minorities and at least 10 percent by women. This ordinance and its subsequent amendments provide no enforcement authority, and oversight is shared by several city and state agencies.

Key Actions

Key Action 1: Establish a system to invest, monitor, evaluate, enforce and expand economic inclusion initiatives. A streamlined system will allow the City of Boston to achieve the goals set forth in Mayor Walsh’s Economic Inclusion and Equity Agenda, more efficiently and effectively execute existing initiatives, coordinate investments now and in the future, and better position successful initiatives to be scaled up to meet the needs of the city at large. Currently, economic inclusion and equity initiatives are primarily, but not exclusively, handled by the City’s Small and Local Business Enterprise Office (SLBE), the Office of the Boston Residents Jobs Policy and the Mayor’s Office of Economic Development. Furthermore, state agencies and community organizations

such as Community Labor United each have a role to play in this process. However, coordination and communication must be seamless to ensure a well-run system.

To achieve greater economic inclusion with improved systems integration and monitoring, it is recommended that the City of Boston pursue several opportunities outlined below:

Key Action 2: Create a Business Inclusion Registry focusing on minority- and women-owned businesses. Continuing to build on the platform established in 1983 with the Jobs Policy, the City of Boston can develop a web-based portal for the easy registration (with third-party validation) of minority- and women-owned businesses. This directory will serve as a powerful resource to further empower city agencies to meet the bold goals and objectives of the Walsh administration to engage these businesses in city procurement. Program recommendations include:

- Review best practices of existing business registries to design a powerful tool with the Business Inclusion Registry.
- Engage minority and women business owners to understand the challenges and opportunities for them to seek city procurement opportunities.
- Convene existing agencies and organizations related to minority- and women-owned businesses or small businesses at large to serve as a Design and Review Committee for the Business Inclusion Registry.
- Develop a strategy to build awareness of the Registry.
- Set goals for the number of registrants, number of transactions, and value of services procured.

Key Action 3: Develop inclusion training programs for procurement and management practices. To improve city agencies’ and private sector businesses’ abilities to support women and minorities, training programs should be developed. These programs can share valuable resources to identify and support local minority- and/or women-owned businesses (such as the proposed Business Inclusion Registry). Furthermore, programs can be developed to teach the skills needed by managers to better support, understand and communicate with their employees, who may differ in terms of culture, language and/or backgrounds. Program development recommendations include:

- Explore a partnership with the University of Massachusetts Boston for training programs.
- Engage the Boston Chamber of Commerce, New England Council, Associated Industries of Massachusetts, Business Alliance and others to design curriculum goals.
- Develop a strategy to build awareness of the training programs.

Key Action 4: Create an open data strategy to support economic inclusion performance measures. The City of Boston currently has a robust open data policy and open data portal that can be leveraged to support the key metrics, measures and targets. This is an important component for tracking the success and progress of key areas of focus for improving equity in Boston. There are many indicators and measures that express the city's current situation with regard to inequality. Boston should institute a system for data capture and publishing that supports the measures and metrics needed to track and gauge impact and change within key metrics and measures to support Economic Inclusion tracking. Capturing this data and publishing on the open data portal will allow for the creation of an Economic Inclusion Dashboard of metrics. Program recommendations include:

- Assemble a team to develop an open data portal and an Economic Inclusion Dashboard.
- Develop metrics to be measured and training materials to educate users.

Key Action 5: Establish an organization to support hiring of Boston residents, minorities and women. The Boston Residents Jobs Policy is limited by the various legal rulings on the issue. There are no means to enforce the goals set forth by the Jobs Policy and no single governing body to ensure those goals are sufficiently pursued. In much the same way that labor unions have organized in verticals based on labor skill (i.e. electricians, carpenters, laborers, etc.), this organization can organize horizontally according to whether the worker is a Boston resident, a minority and/or a woman. This entity can then serve as a resource to contractors looking to achieve the Jobs Policy goals. There should also be a review process. Given that there is no known reason for the existing 50 percent, 25 percent and 10 percent targets, a review of these goals with a stated rationale for each should be developed to ensure that the goals reflect the demographic makeup of Boston's population (and any changes to it over time). Program recommendations include:

- Convene city agency representatives, labor union leaders and relevant community organizations to design the means to provide a resource for employers to connect with residents, minorities and women with the skills needed for jobs being filled.
- Develop a means to encourage the achievement of the Jobs Policy goals.
- Amend the Jobs Policy ordinance to reflect new goals with stated rationale (e.g., mirroring demographic makeup of the city).

Key Action 6: Expand and replicate the [Boston Opportunity Agenda](#) to create a sustainable funding collaborative to

support economic inclusion and equity programs. The Boston Opportunity Agenda is a historic collaboration between some of Boston's largest funding organizations, which include the Boston Foundation, Combined Jewish Philanthropies, Catholic Charities and the United Way, in partnership with the mayor's office and Boston Public Schools. This agenda was able to focus resources on education in the City of Boston. This collaboration can serve as a model to establish a partnership between relevant entities focused on economic inclusion in the city. Expanding this model to include and embrace other areas of economic inclusion and equity will strengthen existing partnerships, create new collaborative allies, and expand the impact into the community. Program recommendations include:

- Convene funding agencies, organizations and individuals to review investments and develop a structure to coordinate investments and maximize impact.

Key Action 7: Coordinate funding to improve strategy and impact. By pooling resources entering the city or a single neighborhood such as Roxbury, a more strategic, coordinated means to eliminate duplication of efforts, less effective investments can be minimized while the collective impact of such investment is maximized. Resources to be coordinated would include public, private and philanthropic investments. A Community Coordination Council could serve as a means to convene and connect like-minded initiatives to improve impact, scale successes and meet the long-term needs of the community. Program recommendations include:

- Develop the structure and goals of the Community Coordination Council.
- Appoint members to a Community Investment Council to serve investment organizations as a means to connect initiatives, create coalitions and pool funding.

Key Action 8: Establish standards for hiring and procurement contracts. To fully embrace the mayor's Economic Inclusion and Equity Agenda priorities that elevate the support for hiring local Boston residents, minorities, and women, it is important that the City outline the ways in which it intends to adhere to its own guidelines. This is also an area for the City of Boston to encourage the anchor institutions in the region to follow the inclusive and equity standards for purchasing goods and services. Program recommendations include:

- Create an Economic Inclusion Scorecard for the City of Boston that expresses the leadership example of the mayor's office and administration in complying with the 50 percent local, 25 percent minority and 10 percent female hiring goals.

Key Action 9: Publicly challenge the business community, unions and organizations to comply. The City of Boston

should make a bold statement of leadership in the Economic Inclusion and Equity Agenda conversation by highlighting the City of Boston's metrics and measures of diversity in their hiring of minorities and women to the business community, higher education, nonprofit organizations and unions. The City should challenge all employers to express and pursue the target hiring metrics of 50 percent local resident, 25 percent minority and 10 percent female. By setting the bar high for the diverse make-up of the mayor's office and the administration in their support of these measures, businesses, unions and other industries will be asked about how they measure up in comparison. Another effective tactic would be to make it clear that while these measures are bold, the ultimate goal would be to have the measures align with the citywide workforce demographics. The public sector, private sector and other organizations should be reflective of the community that they serve and with which they work. Program recommendations include:

- Convene leaders in the business community, higher education, nonprofit organizations and unions to organize a press conference at which all participants will publicly accept the mayor's challenge.

Models and Best Practices

Inclusion policies and programs exist in both the public and private sectors, however, as it relates to the needs of the City of Boston, the following models and best practices might be considered when developing the recommendations above.

Philadelphia Office of Economic Opportunity and Office of the Controller: Like Boston, Philadelphia had a number of existing resources that were partially focused on economic inclusion. The Office of Economic Opportunity was aligned to serve as the primary agency responsible for economic inclusion, and the office's structure, transparency and collaboration can all serve as best practices for consideration in Boston. The Office of the Controller has a Diversity and Inclusion program that has many examples and best practices focused on evaluating Philadelphia's inclusion programs and establishing a regular review process to support the achievement of outcomes.

Policy Link: This organization has led the inclusion and equity conversation from a policy standpoint and has many best practices and approaches to address and support many of the recommendations and initiatives outlined in this report.

University of Pennsylvania's Anchor Institutions Toolkit: This toolkit was developed based on the experiences of the university and its role within its community. The toolkit can serve as a model for how the City of Boston might establish partnerships with anchor institutions and between anchor institutions and the community.

Richmond, VA and King County, WA: The City of Richmond, Virginia has created an Office of Community Wealth Building that is focused on to drive anti-poverty issues. King County in Washington state has also established an office driving equity and social justice. Creating an office whose sole purpose is to drive economic inclusion efforts would increase the public's view of its importance, drive the ability to support funding and create an office that is able to maintain and manage citywide efforts to drive economic inclusion recommendations. This office should be the conduit for supporting the mayor's leadership in complying with the economic inclusion measures and targets. While they are not directly responsible for the measures, they are responsible for driving initiatives and efforts to support their achievement across the administration and publicly.

Conclusion

Through the lab it was discovered that a number of opportunities exist to address current challenges in Boston and the Roxbury neighborhood in particular. It is recommended that the City of Boston improve the means to identify and scale successful job programs so that best practices can be shared and amplified, while inefficiencies can be avoided or more easily overcome. Though there seems to be a plethora of job and skill development training initiatives, there remains a lack of connection between such programs and the labor market, which leaves trained individuals without employment once their program has completed. Through the above outlined recommendations, creating pathways that connect these programs to existing anchor institution jobs and businesses would elevate the value of the training and the investment by the individual. It is apparent that there is a long and deep history of philanthropic investment in the City of Boston, but coordination among entities is either limited or nonexistent. By creating greater collaboration or at least greater awareness among funding organizations, Boston will better leverage the investments made and the opportunities that can be addressed. As is evidenced by the mayor's Economic Inclusion and Equity Agenda, the administration is aware of and willing to provide leadership to address the challenge of inequity in Boston. Despite the number of programs and policies that already exist, there seems to be a lack of performance measures and goals to drive change and impact for greater equity. Highlighting the emphasis on transparency and achieving targeted outcomes and goals, creating accountability measures and targets in an online dashboard will vastly support the growth and success of these efforts. Mayor Walsh has been an outspoken advocate for wage increases, but the focus remains on minimum wages rather than developing a push for a living wage that will make living in Boston affordable for families and workers. To best drive the Economic Inclusion effort, the City should take the lead with its own metrics in selecting vendors for public contracts.

Citywide Recommendation 2: Initiating a Citywide Market for Non-Standard Work

America's low-skilled labor markets are changing. Jobs available to Boston residents have tended to diminish in quantity and quality in just the past five years. Instead, demand for local residents' services is likely to take place in a newly uncertain world of hourly work for rotating employers. Their immediate prospects involve on-demand work in hospitality, retail, transportation, household services, deliveries and countless other sectors.⁶

Official labor market statistics have not kept up with this trend.⁷ However, secondary indicators show that (a) participation in the legitimate labor market has fallen precipitously since the 2008 financial crisis;⁸ (b) people with a job are increasingly partially employed, and only called in when required;⁹ and (c) "gig economy" labor markets are predicted to grow 37 percent year-on-year until 2025.¹⁰

Across Boston, many citizens will be working informally; for example, walking dogs, cleaning houses, helping a café through its mealtime rush, providing childcare or driving. Without intending it, they have transitioned into micro-entrepreneurs, selling a range of services to multiple buyers. Much of their work will be untaxed, unregulated, uninsured and—in case of dispute with the employer—unprotected. This hollowing out of the legitimate economy can have damaging consequences if public assistance is needed in future. These irregular workers face many problems unthinkable for those who have a traditional job. Underlying them all is that it is difficult and time-consuming to find the bookings they need. Once found, the work tends to be low-quality with little hope of advancement to better paying or more secure employment. Much of the work will be found by asking around in the community. There are countless "gig economy" marketplaces online.¹¹ Each has a small pool of buyers and sellers for a particular service (e.g., TaskRabbit for errands,¹² fueldrop for putting gas in cars in Boston,¹³ and Washio for laundry services¹⁴). These markets control the flow of bookings to workers and can arbitrarily slash pay rates (as Uber did in January 2016¹⁵) or simply go bust, forcing workers to rebuild a track record elsewhere. Homejoy was a particularly well-publicized example of this in 2015.¹⁶

There is scant detailed research on who is working on these kinds of platforms; existing research points to an overwhelmingly young cohort.¹⁷ Anecdotal evidence suggests it is well-educated, typically underemployed or unemployed graduates rather than people in low-income households who need extra work. This appears to be based on perceptions that this is whom the platforms are aiming to attract.

The services currently available to job seekers do not reflect the needs of irregular workers. The area has a range of

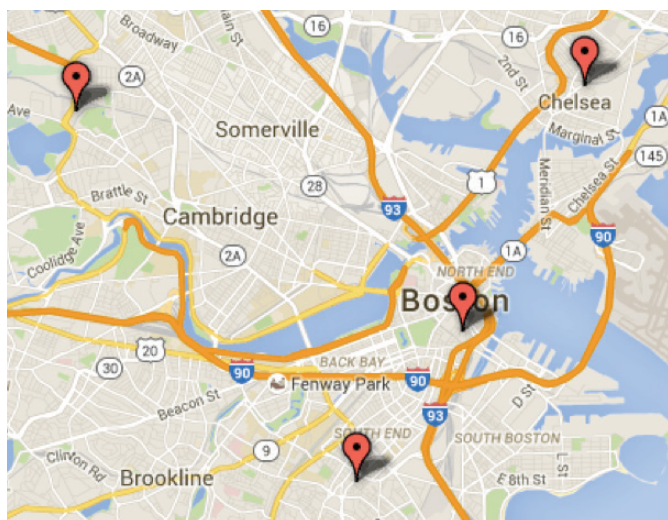
employment support services, such as the Boston APAC,¹⁸ which offers job readiness training. There is no state workforce career center in East Boston, but residents will likely be prioritized at the one-stop employment center in either the city center or Chelsea (see map). At these locations, qualifying individuals can be trained or retrained at no cost, navigators will assist their search for work, and employers are offered skilled-to-order recruits. However, this substantial machine is geared entirely to jobs, and it has not kept pace with recent labor market shifts.

The City could change that. By adopting "full spectrum employment support," the City could seek to improve the chances of people who are forced to operate as de facto small businesses rather than employees. The underlying need for these people is a much better marketplace. Each should be able to sell hours of his or her choosing, on their own terms,

Potential Drivers of Irregular Work in the Boston Area:

- Non-chain restaurants are a large part of Boston's economy. Lacking the workforce scheduling tools of larger competitors, they are reliant on a circle of ad hoc workers to accommodate peak times, event bookings or staff illness.
- Staff at Boston High School told us that too many students had to build a patchwork of employment around their education, often arriving tired for classes. Much of the work is in downtown fast food or retail outlets.
- Concessions at Boston Logan International Airport have ongoing need for additional workers to tide them through peaks in activity.

LOCATION OF ONE-STOP CAREER CENTERS IN AND AROUND BOSTON:



across as many types of work as they wish, while building a verifiable track record of reliability. They need vetting, insuring and payrolling through reputable bodies with an interest in their development. There must also be a constant flow of data on where their personal opportunities for betterment are based on local supply, demand and pricing.

The core technology for this kind of market (a Central Database of Available Hours, or CEDAH) was funded by the British government and is freely available to U.S. cities. It needs scale, so it would have to be seen as a citywide initiative, perhaps targeting resulting opportunities specifically to low-income areas. It also requires “market making” ahead of launch.

Key Actions

Key Action 1: Stakeholder engagement. Launching a citywide market for this type of work requires participation from various stakeholders (e.g. employment services, Mayor’s Office of Economic Development). As a first step,

they could be assembled for a roundtable. In March 2016, Cheryl Scott, director of the Massachusetts State Workforce Board, assembled managers for a two-hour session on the possibilities of CEDAH launches in the state. Alvaro Lima of the Boston Redevelopment Authority was also present and has indicated an interest in following up with City colleagues.

Key Action 2: Market-making research. If a citywide market is launched with no preparation, possibly as an extension of existing job-support services, it will be swamped by people needing work. Without commensurate demand from employers, the market will collapse. To ensure an immediate start to transactions, demand needs to be aligned before launch. There is a process of identifying this activity and getting it committed to a new channel, all of which takes an estimated nine months for a development manager to complete with some administrative support.

Key Action 3: Ensure local impact. Assuming the market-making project demonstrates that a launch will succeed,

LAUNCHING A CITY CEDAH

Month-by-month activity

Month	Activity	Notes
1	Look for easy wins / raise awareness	There are some circumstances that can provide immediate, accessible, demand that will launch a market: certain types of projects or budgets being re-aligned. Finding these can complete the search for demand, so they are first priority. Outside of this, a range of people whose support will be needed should be informed about the market and its requirements for launch.
2	Tier 1: Stakeholder research, outreach + engagement	In any city there are key budgets that may easily provide enough demand to start a market (housing, at-home care, public spaces, municipal corporations). Identifying decision-makers and explaining the project is critical.
3	Detailed Tier 1 stakeholder interviews	Each stakeholder identified above must go through a pro-forma interview about their use of contingent labor that feeds into the data modeling.
4	Tier 2: Stakeholder research, outreach + engagement	If the above process has not established enough demand, it is necessary to seek out a wider pool of smaller budget holders who could be aggregated to create enough demand to sustain a launch.
5	Detailed Tier 2 stakeholder interviews	Again, there is a pro-forma interview for managers who book contingent labor for diverse reasons. The aim is to understand their requirements and if/how they could be switched to a fledgling marketplace.
6	Aggregate modelling of demand/supply; business case construction	Findings from the interviews are fed into a data model as the project progresses. Now, the model can be used to test scenarios for launch, particularly the business case for all organizations that will be involved.
7	Detailed business case construction for all stakeholders	The data needs to be shared with a final list of stakeholders and their buy-in assured.
8	Final report and launch recommendations	Everything needs to be written up so that the city has a coherent plan for its first year after launch.

parallel efforts could make sure Boston, and possibly other deprived areas, benefit appropriately. Steps might include:

- Set up a student sub-market. Schools could have ring-fenced markets within the main market. In these controlled forums, students could sell their hours to employers known to the school, at approved times. Students would be building a track record of diverse activity, fostering core skills and putting themselves on a ramp to enhanced employment after graduation.
- Cultivate the airport. Logan Airport managers could be approached with a new proposition: There will soon be a pool of demonstrably reliable, flexible workers living in the vicinity of the airport. Might Logan Airport fund accelerated vetting/clearance for some of them? That would provide on-tap, easily accessible, extra hands for busy periods, and create a pathway into aviation jobs for some.
- Assistance for the undocumented. Workers without documentation are particularly vulnerable in a fragmented labor market. Attractive to unscrupulous employers, they require even well-intentioned buyers of their time to collude in law-breaking. An expansive informal economy provides cover for this activity. Moving to a regulated, audited platform benefits the majority but exposes gray activity. There are reports of procedures allowing individuals without papers to fulfill some roles for a “stipend.” Legal advice should be sought.

Models and Best Practices

Most of the learning about CEDAHs comes from British experimentation.¹⁹ That is where lessons originated about launch modelling and the need to line up demand in advance.

In the United States, there are multiple studies of the effect of “gig work” on households, most recently from JP Morgan Chase.²⁰ A recent book details how existing markets too often commoditize and devalue workers.²¹

Official data about the extent of irregular work is limited to statistics about multi-job holding on a state-by-state basis. U.S. Department of Labor reporting shows Massachusetts to have a ranking similar to the national average.²² But this wide area finding is probably meaningless at a neighborhood level.

Lessons Learned

When touring East Boston with a local guide, it was telling that our first introduction to the area was: *“This is a struggling area, people are working several jobs.”* Every one of those cases will have an individual path into the new era for lower-skilled labor, but few will be working to the best of their capacity with a regular flow of high-quality opportunities.

The fringes of Boston’s labor market could be improved, but it will require action by city stakeholders. Typically this involves municipal corporations, housing, public services, home care and other budget holders who spend on contingent labor. The aim will be to divert some of that spending into a kind of high-tech workers’ cooperative that allows each person to sell their hours on their own terms across as many types of work as they wish. Progression and protections must be built in.

Engagement from city stakeholders can tackle all sorts of problems that may not be immediately obvious. We know from the State Workforce Board that Massachusetts is one of a few states to have a full-time team fighting shadow economy businesses. This unit could be aligned with a market for citywide non-standard work in the legitimate economy.

Citywide Recommendation 3: Strengthening Affordable Housing through Mandatory Inclusionary Zoning

In October 2014, Mayor Walsh released “Housing a Changing City: Boston 2030,” the administration’s housing plan. By the year 2030, Boston will reach more than 700,000 residents, a number the city has not seen since the 1950s.²³

Boston 2030 is the City’s strategy to responsibly plan for that growth. By creating housing across demographics and neighborhoods, the city government will help ensure that growth and prosperity reaches every corner of Boston. To accomplish this goal, the government is going to help create 53,000 new units of housing at a variety of income levels across the city²⁴:

- 44,000 units of housing for the workforce
- 5,000 units of housing for senior citizens
- 4,000 units to stabilize the market and bring rents and housing prices under control

The lack of affordable housing was an issue cited in both Roxbury and East Boston. During the focus groups and conversations with organizations in East Boston, there was strong concern that the current housing plan will not meet the needs of the most vulnerable residents of the neighborhood and that housing policy is not adequately addressing affordability in East Boston. Several ideas were discussed on how to tackle this, but one key idea was constant: making improvements to the existing inclusionary development policy. The consensus was that this was very implementable and would make an immediate and positive impact.

Key Actions

Make inclusionary zoning mandatory to move toward housing equality in Boston. Inclusionary housing, also known as inclusionary zoning, is a policy that aims to increase the

production of housing that is affordable to moderate and low-income households. It promotes the inclusion of affordable rental and/or ownership units in new residential developments (or rehabilitation projects, condominium conversions, etc.).

Developers are encouraged or mandated to include some affordable units that must be price-capped and made available to households in specific income bands, and the units must remain affordable for a fixed number of years. Typical affordability periods range from 30 to 99 years, and some communities require the units to remain permanently affordable.

To compensate for revenues lost by developers due to the price limits on some of the units, municipalities provide cost-offsets such as density bonuses, design and zoning flexibility, faster approvals and tax abatement. Hundreds of communities use inclusionary housing as part of their affordable housing and workforce housing strategies.

Boston's inclusionary development policy²⁵ (IDP) is currently voluntary. A voluntary program provides cost offsets (also known as density bonuses) as incentives, but allows the developer to decide whether to build affordable units in order to access those incentives.

In Boston, IDP applies to any proposed residential project that has 10 or more units and is financed by the City or built on any property owned by the City; or requires zoning relief.

The IDP program in effect today requires that each project provides affordable units in an amount not less than 15 percent of the number of market rate units in the project, or approximately 13.04 percent of total units. Developers, with the approval of the Boston Redevelopment Authority, can also meet their affordable housing obligations by:

- Building 18 percent of the units off-site;
- Or providing an Affordable Housing Contribution equal to the number of affordable units required for the project multiplied by the Affordable Housing Cost Factor (\$200,000).

The housing units provided through the IDP are targeted toward moderate- to middle-income households. Rental units are made available to households earning up to 70 percent of Area Median Income (AMI),²⁶ which ranges from \$48,250 to \$80,000 depending on household size. Home ownership units are made available to households earning between 80 percent and 100 percent of AMI. The corresponding income ranges based on household size are the following: \$55,150 to \$91,400 for 80 percent AMI and \$68,950 to \$114,250 for 100 percent AMI. Half of the units are for 80 percent AMI and the other half for 100 percent AMI households.

Recommendations for strengthening development policy:

- Make inclusionary zoning mandatory. Require a portion (generally ranging from 10 percent to 25 percent) of the units in housing projects to be affordable, and offer cost offsets to the developer for providing that affordability.
- Increase set-aside percentage of affordable units.
- Increase duration of affordability, meaning how long the units remain affordable.
- Lower income targets.

Inclusionary zoning is one tool to help promote housing affordability. It should be used in conjunction with other housing subsidies, incentives or tools to increase the number of affordable housing units in Boston. Key next steps for Boston are to conduct extensive policy and financial feasibility analyses to determine if mandatory inclusionary housing is implementable in Boston.

Models and Best Practices

Several cities across the United States have inclusionary zoning laws. Cities such as San Francisco, Washington and New York City have inclusionary zoning laws that are stronger than Boston's current policy. These three cities are strong market cities similar to Boston and are facing similarly great gentrification pressures. All three have the following included in their inclusionary zoning laws and/or policies: a) mandatory, b) high set-aside percentages, c) permanent affordability, and d) lower income targets.

As a key initiative of New York City Mayor Bill de Blasio's housing plan—Housing New York—the Department of City Planning launched a Mandatory Inclusionary Housing program in 2016 that will require through zoning actions a share of new housing to be permanently affordable.²⁷ Developed in close consultation with the Department of Housing Preservation and Development and informed by extensive policy and financial feasibility analyses, this program marks a new approach to ensuring neighborhood economic diversity as New York City plans for growth. New York City's Mandatory Inclusionary Housing is the most rigorous zoning requirement for affordable housing of any major U.S. city. Prior to this law taking effect in 2016, New York City had a voluntary inclusionary housing program established in 2005 that was significantly weaker.

Boston first adopted its inclusionary development housing policy in 2000, before most other major U.S. cities. San Francisco adopted its inclusionary zoning ordinance²⁸ in 2002 and Washington adopted its program²⁹ in 2006.

Conclusion

Mayor Walsh signed an executive order in December 2015 that made modest improvements to the City's inclusionary

development policy.³⁰ However, the executive order could have gone further to increase and maintain housing affordability in Boston. Boston should look at its peer cities (San Francisco, Washington and New York City) and adopt a mandatory inclusionary policy that lowers income targets, makes affordability permanent and increases the percentage of set-aside units.

**Citywide Recommendation 4:
Building Leveraged Funding For Resilient Low-Income Neighborhoods**

Building leveraged funding aims to develop a more effective model for multi-sector funding in Boston’s low-income neighborhoods. Low-income communities in the urban core continue to present critical challenges to the city’s economic and social resilience. They face an array of complex, deep-seated issues that require substantial short- and long-term resources often unavailable through local government. The City of Boston has the opportunity to lead the development of a new low-income neighborhood funding model that supplements public funding, takes advantage of resource capability in its footprint, enhances its commitment to key local and national initiatives, and spurs a more resilient and inclusive city.

Introduction

Mayor Walsh’s laser-focused commitment to the future of every Boston citizen regardless of census tract is imbedded in Imagine Boston 2030, the Economic Inclusion and Equity Agenda, and its Resilience Strategy. To raise the bar of inclusive and resilient prosperity, the City needs to leverage its available dollars and explore innovative, non-traditional funding alternatives that support City priorities. While Boston has been a leader in winning federal grants and state allocations, new economic realities promise fewer resources in the foreseeable future even as demand for dynamic local initiatives increases. In April, the mayor released his proposed 2017 budget. The City Budget Office noted that new revenue sources are limited and the city should alter the way it does business as demands for public services increase. With more constrained government funding options, attention should pivot more toward the potential for funding partners in other sectors. While the concept of non-public funding of government functions can be a controversial discussion, cross-sector grants and investments are ripe with a growing array of best practice initiatives in the United States and other countries. Nowhere is the need for more coordinated multi-sector investment opportunities more evident than in Boston’s low-income neighborhoods. The 2015 Boston Redevelopment Authority poverty report suggests that 36.2 percent of Roxbury residents live in poverty. Paradoxically, over the years Roxbury has drawn attention and funding from a host of planners, agencies, social service providers, businesses, foundations and researchers; but inequities still

exist. A more coordinated, consistent and leveraged multi-sector strategy is needed for Roxbury and other low-income neighborhoods.

Key Actions

Key Action 1: Map current multi-sector funding into Boston’s low-income neighborhoods. Boston is a city with exceptional capacity to map cross-sector funding to low income neighborhoods. It has access to deep data expertise and experience like few other cities in the United States. However, there appears to be no citywide aggregated database of multi-sector funding into low-income neighborhoods. Investments, grants and appropriation decisions are made every day in the halls of corporations, government, community agencies and foundations, but each has its own record-keeping system and issue priorities. Approximately 58 percent of monthly mortgage payments in the city now exceed \$2,000 (U.S. Census Bureau, American Community Survey, Boston Redevelopment Authority Research Division). Clearly data development and evaluation of multi-sector funding flows is especially important as affordable housing in Boston becomes less accessible and as low-income and worker communities gentrify.

The mapping project takes a horizontal swath across sectors to capture grants, appropriations and/or investments targeted at low-income neighborhoods by key organizations in selected sectors. Data options can be as basic as a geographic spreadsheet of dollars and recipients or as complex as alignment of issues, funding, trending or other comparative analysis. The mapping scope reflects local appetite for information such as frequency and funding fields. Analysis of data could highlight common cross-sector interests, identify critical gaps in coverage, and potentially offer a framework for more equitable future neighborhood funding decisions, resilient place-making, and social equality.

Key Action 2: Commission and staff a Boston Neighborhood Funding Leadership Council. The idea of the leadership council is a pillar of the funding initiative. Members would have five critical roles: 1) strategic visioning and generating funding for the mapping; 2) ensuring a successful launch

Examples of Potential Core Mapping Data	
Funder and Recipient	
Sector	
Funding Amount	
Support Type	
Co-Funders	
Purpose or Focus	
Leverage	
New/Continuing	

of the mapping project; 3) being cross-funding champions within their sectors; 4) driving the impetus to move collaborative funding opportunities forward; and 5) providing ongoing strategic support and visibility as the model matures. Boston has strong national and internal financial institutions, able nonprofit stakeholders, a plethora of well-funded foundations, accomplished social service agencies, world-class researchers and an activist city government. It also is home to innovative social investment entities such as the Boston Impact Initiative and Bain Capital. All entities should be represented at the leadership table. The Council allows the City of Boston to tap the presence and commitment of cross-sector partners that are committed to social equality throughout the city.

Key Action 3: Launch the Neighborhood Funding Collaborative.

The Neighborhood Funding Collaborative is the second pillar of the low-income neighborhood funding model. It is the ongoing management structure for the funding model and is recognized for its proficiency in data collection and analysis. Beyond the logistics of data gathering, the collaborative is also the membership organization for all mapping participants and nurtures its public, government, business, academic and nonprofit members. It could also pursue an array of roles: Develop custom mapping projects on focus issues; serve as a communication and information hub; advance data strategies that support social equality and inclusion; open the door to community learning opportunities; craft a new public narrative about the power and impact of leveraged funding; or facilitate neighborhood connections to the mapping project. The collaborative would partner with the Boston Neighborhood Funding Leadership Council and the City.

As an example of potential work, the Collaborative could develop a highly visual funding dashboard that presents a timely, accurate and transparent report on cross-sector funding in low-income neighborhoods. The dashboard would be accessible to the public and neighborhood leaders.

Key Action 4: Refine preferences for multi-sector funding in selected City RFPs. Boston can more effectively promote socially and economically resilient neighborhoods through more refined preferences for resource leveraging in selected requests for proposals, or RFPs, with high impact in struggling communities. RFPs are a familiar government process that is staffed, consistent and typically efficient. Preferences are a practical route to stretch local government resources and spur the power of rulemaking. Boston is a committed leader and partner in multiple revitalization initiatives such as the Dudley Street Corridor, where the City has a significant financial commitment to programs ranging from job creation and workforce development to small business development, housing, education, public amenities and social services. These programs include contracted services with community

organizations. With the mapping of cross-sector low-income neighborhood funding in hand, City agencies could analyze how contractor dollars are leveraged by non-public entities. Clearly this would apply to a subset of programs. Specific actions could include: First, to embed a preference for cross-sector leveraging in RFP applications, which in turn encourages community organizations to seek more non-public resources. Also, add more weight to proposals that include public-private partnerships and multi-sector programs/projects commitments. On a more assertive scale, a third option could be the development of threshold criteria or specific set-asides for select city-funded programs that are funded by multi-sector partners and deliver a demonstrable effect. RFP incentives and disincentives can be a driver of change.

Second, the City should consider how to internally embed better practice in leveraging its own budget decisions. While they are always watchful of limited dollars, City leadership can more consistently advocate for mixed-sector funding options, and agencies can assess cross-sector funding potential in departmental funding priorities. The City Budget Office could become a champion for cross-sector funding of public work.

Models and Best Practices

Mapping and management of multi-sector low-income neighborhood funding—Northside Funders Group: Minnesota's Northside Funders Group (NFG) employs some of the most mature work in creating an inventory of cross-sector neighborhood funding. In 2008, a small band of foundations began to track peer neighborhood grants and investments in North Minneapolis. Today NFG is a staffed, member-funded collaborative that has become an interactive source of information and support for all sectors working in a cluster of struggling neighborhoods. Formalization of an organizational structure has allowed multi-sector participants to align and leverage funding, learn from each other, influence policies, pursue strategic initiatives and key stakeholders, and hold each other accountable. NFG is now an information conduit for funding decisions by 20 local corporate, family, community and public funders. It also tackles issues like employment of African-American men and elevation of North Minneapolis assets as a regional economic asset. All work builds social capital, thriving learning communities and thriving economies. NFG is an excellent resource for insights into the mechanics of multi-sector neighborhood mapping and building a supportive membership structure.

Innovative local government funding—Fund for Public Housing: The New York Housing Authority has created a new nonprofit entity to raise non-public dollars for public housing. The funding will be used for renovation of public housing, support for jobs initiatives and other programs that improve the lives of public housing residents. Deutsche Bank has

committed a lead gift in the Fund's campaign to raise \$200 million over the next three years.

Corporate grants and investments to cities—JP Morgan Chase: In 2014 JPMorgan Chase made a five-year, \$100 million investment in Detroit's infrastructure development, small business growth, workforce training initiatives, neighborhood stabilization, blight removal and projects of two local community development financial institutions (CDFIs). While Detroit may not seem an apt analogy for Boston, the Chase commitment is an exceptional investment of resources, knowledge and international expertise. It links the City of Detroit to other similar initiatives across the globe, provides capital investments, incentivizes partnerships among private sector stakeholders, brings expertise and knowledge through a Detroit service corporation for Chase management, funds discrete projects like the Detroit Skills Map, and leverages city resources and expertise.

International models for social impact investing—Global Impact Investment Network and the Global Investment Steering Group: The Global Impact Investment Network is a multinational source of information and networking tools for impact investors. The Global Social Investment Steering Group is the successor to the G8 Social Investing Taskforce and incorporates a number of best practice reports from other countries. While these organizations focus on social impact investing, it is notable that the U.K. report recommends that investors provide a combination of grant and investments.

Lessons Learned

Funding by itself does not assure the successful revitalization of neighborhoods. Historically Roxbury has received substantial funding from the City, foundations and social service groups, but restoration is fragmented. Also, the benefits of the Dudley Street restoration are not shared by all parts of the community. Long-term commitment must match public dollars.

Conclusion

The City of Boston has the opportunity to develop a more effective model for multi-sector funding in low income neighborhoods. While it enjoys exceptional corporate, academic, philanthropic and government leadership, Boston's continuing commitment to equitable neighborhoods remains a long term endeavor that will require collective resources and robust strategies. For the model to succeed, it is important to assemble "best minds" from all sectors, build a common vision and break down cross-sector silos, tap non-public seed funding, share City leadership, and anticipate the valleys and peaks of shaping sustainable multi-sector initiatives. Success should lever the restoration of low-income neighborhoods, build more social equality, provide a replicable model, and spur a more resilient and inclusive Boston.

Citywide Recommendation 5: Strengthening MAPC as Driver for Regional Cooperation

Meeting the equity challenge is of special interest to the City of Boston, but walking alone will be overburdening. A regional approach is needed, but given the complex administrative framework, the City lacks power to drive this issue directly. So the idea is to focus on soft power in promoting collaboration and strengthen existing forums. The best forum in place is the Metropolitan Area Planning Council (MAPC), bundling municipalities and being committed to equity in its different policies. The City of Boston should engage with this organization more actively, underpin its work and leverage its impacts in Boston neighborhoods. Among the broad range of MAPC policies, the City of Boston should prioritize economic development, directing efforts toward minority groups. Starting new forums or separate strategies for regional cooperation does not seem promising. Of course, collaboration and advocating for equity is only the second-best solution compared with an increase in municipal funding or regional redistribution of resources. However, this first-best solution is unreachable.

Introduction

The City of Boston is located in a densely populated area surrounded by a large number of municipalities that make up metropolitan Boston. It is the region's economic hub. Economically, this region is highly integrated. When it comes to administration, politics and public finance, the region means to be a fragmented picture of municipalities. Economic benefits are unevenly distributed regionally, disadvantaging the city and its citizens. A major share of employment within the city is taken by commuters living and paying taxes in the suburbs. There is no financial incentive for municipalities to collaborate. Existing property tax structures create disincentives and perpetuate the status quo. Revenue sharing or financial equalization to balance spillovers are not in place and may even be out of reach. In short, the Boston region is highly segregated and economic opportunities for citizens are uneven. Minorities and residents of distressed neighborhoods in particular have limited opportunities. This is one aspect of the existing and growing equity issue. In seeking to tackle this, the City of Boston is limited first by lack of funding and secondly by scope of action. The City alone cannot create coherent economic development. In the short term, this equity issue predominately burdens the City of Boston, while in the long term, it will negatively affect regional economic development on the whole.

Formal structures of regional collaboration go back to 1962, when the MAPC was established. Today this agency is a growing, effective and accepted body for regional dialogue and economic development.³² In 2001, 14 communities in Greater Boston formed the Metro Mayors Coalition to work

on common problems under the umbrella of MAPC.³³ MAPC is committed by its mission statement to pursue smart growth and regional collaboration as encouraging equity and opportunity among people of all backgrounds. Equity is one of six priorities decided by the MAPC in its 2015-2020 strategic plan.³⁴ In response to MAPC's 2011 "The State of Equity in Metro Boston" report,³⁵ the Executive Committee adopted a policy agenda to advance equity throughout the region and to weave efforts to address equity into its own projects. MAPC provides indicators for monitoring the state of equity,³⁶ contributes to conversations, and consults municipalities and other stakeholders on equity issues. MAPC's role is strictly advisory and it is not obliged to enforce regional policies. Its funding is scarce and its sources vague. The City of Boston is only one of 101 voices in the board of representatives.

Key Actions

Key Action 1: Screen MAPC's existing economic development programs and integrate equity issues. Establish performance measurement guarantees so programs reach the intended audience and achieve their goals. There is a strong commitment to equity among MAPC staff. An equity committee evaluating projects conducts some level of performance management internally. Finally, MAPC staff is of great influence in shaping municipal projects through consulting expertise.

Key Action 2: Approach minority groups. In the event that no additional funding can be generated to set up a special fund for minority business development or social enterprise startups, one option would be to cut budget from existing programs. The City of Boston should give a special grant to kick-start this fund. Another way to overcome an eventual lack of minority group projects is by engaging those groups, via

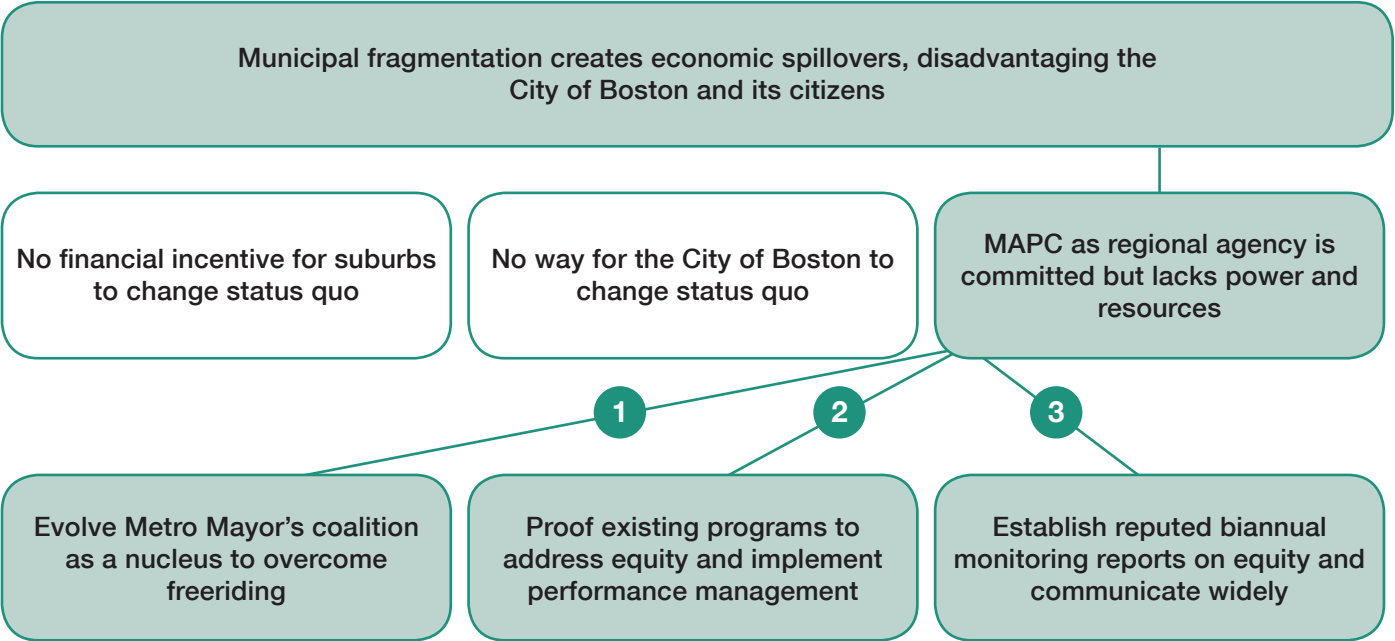
start-up competitions, social media or neighborhood events. In addition, the City should highlight good practices and offer consulting and business incubator spaces.

Key Action 3: Communicate efforts. Bridging the equity gap will cause multiple, and at times hidden, opposition. This is especially true when MAPC lacks any enforcement role. So public communication to shape public opinion among citizens and municipal politicians becomes even more crucial. The City of Boston is limited in assuming this function because it would cause conflicts of interest. MAPC can serve as a supra-local, nonpartisan advocate for equity. There is some experience in taking this role as seen in the 2011 "State of Equity" report. MAPC should publish a biannual report based on official indicators highlighting the state and trends of equity. A rich source of indicators can be found at www.regionalindicators.org.

Considerations for Implementation

Tackling the longstanding and deepening equity issue will face multiple obstacles, and solutions include increasing awareness and redeploying existing programs and funding to be more effective:

- Differing costs and benefits among municipalities. Equity could be seen as benefitting the City and diverting resources from suburbs. Create public awareness and present unquestionable data.
- Convincing suburban towns of their own long-term benefit. This will be very hard to achieve, but the existence of the Metro Mayors Coalition shows some progress toward this goal.
- Tradition of free-riding by suburbs. Create public awareness and present unquestionable data.



- Racial tension in the relationship between suburbs and City.
- Conflicts of redistribution among municipalities. Strengthening equity not necessarily with new funding but by shaping existing programs.
- Lack of funding for new initiatives. Strengthening equity not necessarily with new funding but by shaping existing programs.
- Engaging target groups to foster demand for new programs. Reach out to minority groups to submit projects.
- Violation of anti-discrimination laws by minority-focused programs. Reach out to minority groups to increase their share of project submissions.
- MAPC's mission might conflict with concrete local projects.

Models and Best Practices

Advocating for Cities Left Behind: For the past 10 years, the Bertelsmann Stiftung has advocated support for financially weak and left-behind cities in Germany.³⁷ The most effective instrument was a series of nonpartisan data reports based on public statistics, guided by public rollout campaigns. In June 2015, the foundation published a report on the challenge of welfare spending and possible ways to minimize the burden on weak cities by national funding; a step that was agreed on in the latest national government program. The foundation effectively refocused existing crisis debates and created an irrefutable message. The proposed solution is reflected in high-level political statements and current negotiations. Three lessons were identified from the experience: take a long-term approach in covering the field, use public statistics and avoid placing blame.

Citywide Recommendation 6: Linking Education and Career Pathways

Modernizing educational curricula and career pathways to drive 21st century practices adds a more comprehensive “career-ready” approach to the current academic “college-ready” approach, in order to enhance educational motivation and achievement, reduce the dropout rate and better connect young people to the world of work. The need for this kind of a shift is clearly defined in the Harvard Graduate School of Education report “Pathways to Prosperity” (P2P).³⁸ Elevating education to focus on career development is about establishing lively and inspiring connections to the changing work environment, in all stages of each individual's career pathway. This can be done by maximizing and transforming the use of existing educational, community and business resources in Roxbury, East Boston and the City of Boston, as well as by expanding the Boston Opportunity Agenda to promote an enhanced “Boston Career Pathway” that can contribute to economic equity.

Introduction

The Boston Opportunity Agenda's Fifth Annual Report Card³⁹ identifies progress made in combatting dropout and underachievement, and closing race-related career path gaps impeding equity, but much remains to be done. In terms of reading ability, high school dropout and graduation rates, post-secondary attainment, and college enrollment and graduation, the African-American and Hispanic populations still fare worse than white and Asian populations, and Boston Public Schools (BPS) also have somewhat poorer outcomes than Boston Charter Schools.

Boston already has frameworks and partnerships for linking education and career pathways. An overarching lifelong learning partnership exists as part of the Boston Opportunity Agenda⁴⁰. Together with Thrive in Five, the High School Redesign (HSRed), Boston Opportunity Youth Collaborative (BOYC), Youth Voice, Year Up, Connection Center and Success Boston College Completion Initiative and other programs, there already exists a rich environment to elevate education and career pathways, and close equity gaps. Building on these existing frameworks and initiatives, linking education to career pathways emphasizes closing the equity gaps further by better connecting all the stages of the career pathway to skills development and the changing world of work.

As the Harvard P2P report points out, quoting U.S. and worldwide experiences, connecting all stages of education to the changing world of work and promoting gainful careers is a global challenge. While in education, young people too often lose their motivation to study because they cannot find a meaningful connection to their future career. Special attention needs to be paid to the educational and work *transitions* faced during a person's lifetime, as these transitions are critical points in the career pathway. These transitions include early learning before age 2; entering school; moving between different levels of education; from education to work; and, later in life, moving between jobs; and returning to work after family care. Breakdowns in the career pathway—demotivation, dropout, unemployment, illness—are especially damaging for people coming from disadvantaged areas. So making the pathways more gainful, visible and resilient is vital to promoting equity.

There are many important changes in society that need to be considered when linking education and career pathways. They are relevant for cities worldwide, and especially for people with challenges in entering the labor market and carving out a career.

Changes in Work:

- Work and careers are increasingly diverse and quickly evolving, calling for new and more varied skill sets.

- Careers of the past were longer, more stable, salaried and often carried pensions and benefits. Today, there is an increase in short-term positions, self-employment, small and medium-sized enterprises.
- Co-creation with customers and citizens is a driving force in successful business. During a lifetime it is increasingly common to alternate between entrepreneurial and salaried stages of their career.

Changes in Culture:

- Racial healing and embracing diversity remain a major challenge.
- Ethical and ecological aspects of work are a major concern to millennials.
- Digital skills and “digital literacy” are essential, and older workers may need to retool to be employable.
- Stagnant wages for workers over the past few decades mean more hours of work are required to purchase the same household needs.
- A rise in single-parent households, and households with both parents working, limits support available to children during their education.
- Family structures face the challenge of dependency at both ends of the life cycle: caring for children and the elderly in an aging society.

Boston has a young population (57 percent of the population is under the age of 35) and a vibrant educational and community life. Capitalizing on this to promote equity is a core challenge, particularly for Roxbury and East Boston. Both have active neighborhoods with a lot of experience in community work, social innovation and business promotion. They are positioned to be forerunners and pilots in transforming education and career pathways and connecting them better to working life in the City of Boston.

The labor market has changed so that many citizens are working informally as micro-entrepreneurs selling services to multiple buyers. In order to improve the life chances of people operating de facto small businesses rather than working as employees, a better marketplace for this kind of work is needed. Creating such a marketplace is the topic of the ***initiate a citywide market for non-standard work*** recommendation, backed up by a Central Database for Available Hours (or CEDAH). As the marketplace is developed, it needs to be connected to the Boston Career Pathway, so that people and business become aware of opportunities in this new kind of market. Also, the small bits and pieces of work, in a good marketplace, could serve as a flexible, quality opportunity for people (especially young people) trying out their hand in the world of work, building up a “work-based resume,” and

earning an income. Schools could have ownership of some designated portions of the market allowing students work opportunities. In these controlled settings, students could sell specific times to employers affiliated with the school and in turn gain credit toward graduation. They would be building a track record of diverse productive work activity, learning core skills and putting themselves on a ramp to later career pathways.

Year Up, which was started in Boston, connects companies with interns and creates new pathways for potentially millions of marginalized citizens to become initiative-takers and contributors to growth in America’s businesses and society (see Engaging Anchor Institutions).

In an educational context, Roxbury could be the pilot case for how community work and social innovation are connected to education, and to working life and careers. In East Boston, the themes could be the green economy and health care careers. East Boston and Roxbury could develop programs and engage in a peer-learning process. In the future, other areas in Boston could find their own ideas, or working-life themes, to explore.

Linking education to career pathways is about connecting all resources consistently and visibly into a pathway of opportunities, a kind of “Boston Career Brand,” which would be known by the whole community, families and young people, advertised widely through education, communities, business, one-stop shops (like the Connection Center of Boston) and the media. It is about creating a “Living Lab,” or a creative collaboration, between educational and local institutions to develop long-term impact through co-creation and problem-solving. It offers local leaders an opportunity to contribute significantly to equity and Boston’s Resilience Strategy.

Key Actions

Key Action 1: Review and map a timeline of resources and programs available for all stages of life under a “Boston Career Pathway” brand. All existing programs should be critically reviewed to determine their value and effectiveness in skills development and career enhancement. This includes the Boston Opportunity Agenda, the High School Redesign (HSRed), Boston Opportunity Youth Collaborative OYC, Youth Voice, Year Up, Connection Center, Success Boston College Completion Initiative and others. The results of the review and mapping should be disseminated, as appropriate, to the entire community starting with expectant parents or families with young children, the children themselves, young adults, and adults throughout their life span. Programs should engage with families through existing channels including obstetricians, maternity wards, day care centers, libraries, BPS, job placement facilities, career guidance facilities, and/or universities. A website, point of contact

and price range should be listed for each program. As programs develop, confirm that there is an adequate and ongoing stream of resources at each of the key milestones and transition points.

Key Action 2: Build on and continue the HSRed process, organize roundtables and workshops for parents, children, teachers, including community actors, business people and subject matter experts at different stages of the career path to introduce those people to each other, encourage them to advertise/expose participants to other resources that will be available to them in the near future. Connect preschool kids to more formal tutoring needed in elementary school, high school seniors with internship placement programs, and those who are seeking new skills with training and placement programs.

Key Action 3: Modernize school curricula to drive 21st century practices by including technology, interpersonal skills, financial literacy/personal wealth-building and STEM-H (science, technology, engineering, mathematics and health care) preparation. In order to close the equity gaps in careers, schools and education need to be better connected to the changing world of work. This is particularly relevant for more deprived areas like Roxbury and East Boston. Deprivation, demotivation and drop-out can be counteracted by involving communities, community work and business into transforming and co-creating a new kind of curriculum and pathway. This can be done in many ways, as the work already done in Boston, and the best practice examples demonstrate.

The challenge is to take the next step, to elevate and transform education curricula to become enterprising, so that the entire community and business environment around schools, colleges and universities are used as an opportunity to learn—an environment of work-based learning—and enrich young people's experience and connections.

The Dudley Street Neighborhood Initiative, the Green House and the Commonwealth Kitchen are cases in point. Both of these initiatives and other “spaces of creation, business and connection” could be used effectively with enterprising curricula. Green House is an initial stage (“this is how you can grow and create”), and the Kitchen (spreading the idea to create other hubs around art, or IT) is another stage—helping hands, interns, and work practice. This system of incubators should become a conscious part of the Career Pathway with the players becoming more aware of each other connecting to each other and education.

In East Boston—and anywhere in Boston—schools might partner with health care organizations to support health care career pathways. In 2005, health care (with social assistance) was the largest employment sector in the state

of Massachusetts, with almost a half a million workers. Foreign-born health care workers fill critical vacancies across the spectrum of health care with concentrations at both the high-skilled and low-skilled ends of the spectrum. Foreign-born nursing, psychiatric and home health aides represented a third of all workers in this category, and also comprised a substantial part of the “gray market” in home care. Overall, foreign-born workers showed a significant presence in 22 different health care occupations. Boston has an abundance of large and prestigious hospitals and many other health care organizations, and health care is a large employment sector of the city, with a considerable percentage of the health care workforce being foreign-born.⁴¹ This offers a golden opportunity to immigrants for careers in this significant sector of the economy. Schools should design programs and partnerships to facilitate training of students and youth for health care jobs.

Health Leads, for example, is a program that has mobilized university student volunteers in Boston to provide public health interventions in partnership with urban medical centers, universities and community organizations since 1996, and has been influential in the volunteers' subsequent careers. Similarly, East Boston stands poised to take advantage of newer jobs in the green economy.

Key Action 4: Develop entrepreneurship training and exposure to starting a business. Jobs are no longer waiting for young people as a package to match the assembled skills gained in their formal education. So, skills and attitudes need to be developed everywhere, using every opportunity to acquire “hybrid skills,” that is, skills needed in a salaried or an entrepreneurial career, skills to develop, find and sustain a career. Education needs to be elevated to provide opportunities for this. Free time and hobbies can play their part, along with social media, peers, parents and families, community activities, low-threshold connection platforms, hubs and business development.

Positive experiences within the education system can provide seeds for a future career and facilitate a positive self-image and a sense of purpose. A young person might start with a salaried job or an hourly work “gig,” but eventually morph into self-employment or a business. Or a young adult might be a part-time salaried worker and part-time entrepreneur simultaneously. The examples provided in the *initiate a citywide market for non-standard work* recommendation shows how workers who have transitioned into micro-entrepreneurs and are selling services to multiple buyers could be more effective. These “switches” can happen several times during a career. A balanced set of “hard” and “soft” skills are valuable in creating and managing a hybrid career. This holds true at all levels of education, in all market sectors, and from all starting points. It is even more important for people coming

from non-privileged backgrounds and areas because it opens up a wide range of opportunities.

Stories, role models and practical opportunities offered by local small business people are a source of motivation and re-motivation for young people. It is important to use local small business success stories to share with students as case studies and as sources for internships, mentorships and job experience opportunities. Former students with successful careers should be invited to share their career stories, and they should talk about overcoming difficulties in school or setbacks in their businesses or careers.

Key Action 5: Develop an **access to information technology strategy** from home, classroom, and learning computer science/technology training, to a pipeline of available jobs (IT in STEM) and link it to a new citywide market for non-standard work and a CEDAH. See **initiate a citywide market for non-standard work** recommendation.

Models and Best Practices

Linking school curricula to society and work: Me & MyCity in Finland is a program providing sixth graders (12-13 years of age) with experience as an entrepreneur. Operating since 2010, Me & MyCity is a unique concept in entrepreneurship education in Europe—a study module on society, working life and entrepreneurship. It offers sixth graders information and positive experiences of enterprises and different professions. The study module includes training for teachers, teaching materials based on the curriculum and a visit to a MyCity learning environment. The teaching materials for 10 lessons explain the basic information about enterprises, and the economy and society. The learning environment is a miniature town built with movable wall elements; it contains business premises and public services. For one day, the visiting pupils work in a profession, earn a salary and act as consumers and members of their own society.

Junior Achievement: Similar to Me & MyCity, Junior Achievement focuses its mission on turning kids of today into entrepreneurs of tomorrow. They strive to inspire and prepare young people to succeed in a global economy. It is a volunteer-delivered, K-12 program focused on fostering work-readiness, entrepreneurship and financial literacy skills. The program seeks to use experiential learning to inspire students to dream big and reach their potential. Junior Achievement's unique delivery system provides the training, materials and support necessary to bolster the chances for student success. The group is willing to arrange for business people and local community leaders to visit local classrooms a few times or throughout the semester. The volunteers share their workforce experience with students while teaching sound economic principles. Students who participate in Junior Achievement

programs demonstrate a significant understanding of economics and business concepts, particularly those who participate in programs at consecutive grade levels.

Inspiring students while in education (especially from deprived backgrounds): Bad Idea Competition is a new accredited enterprise and personal development program in Glasgow, Scotland, designed to inspire creativity, self-confidence and entrepreneurial attitudes. High school students submit ideas for innovative products and services online; the most imaginative are short-listed, and their creators are invited to workshops. During the workshops, the participants are mentored to develop their idea into a business model and learn other matters of entrepreneurialism. The methodology was developed to tackle the obstacles that disadvantaged young people face in attempting self-employment. Bad Idea can be seminal on many accounts: bringing meaning and motivation to students in school, boosting confidence and leading the way to career alternatives. The campaign has been piloted successfully, and is now spreading in Scotland and around Europe.

Transforming further education to entrepreneurial curricula: In the Proacademy model in Tampere, Finland, University of Applied Sciences students run a real company (a cooperative, or another form of enterprise), as a team, for two and a half years while in studies, from day one. Here, teachers are not the traditional type, but coaches and mentors, and the process is learning by doing and is self-directed. Students learn from mistakes within a safe environment, which prepares them for rougher seas. Why not transform all education so that young people could have this kind of experience everywhere?

Spaces and campaigns for social innovation after basic education: Torino Social Innovation is a public program, a set of strategies and instruments, and spaces—a whole new “ecology”—to support new young enterprises that are able to address social needs in different fields (e.g., education, employment, mobility, health and inclusion), and to create value for the society, both social and economic. Safe “spaces” are established to connect young people, educators, business people and other local leaders, along with a campaign and competition for social innovation. The goal is to sustain young social entrepreneurs and their creativity.

Re-entry and second chances: Youth Competence Centers are run by JES, a non-profit organization that—as a metropolitan laboratory—continuously initiates new projects that aim to increase opportunities for young people in the cities of Antwerp, Brussels, and Ghent to benefit from creative and meaningful free-time activities, employment and training, participation in society, and policy making. The idea is to offer a low-threshold for reintegration, building upon the strengths and informal activities of young people.

One-stop-shops for career guidance: Low-threshold one-stop shops for career guidance are gaining popularity as a venue to provide career advice both for those entering and becoming reacquainted with the labor market. The Connection Center Boston is one example. Providing them in the more deprived areas would be essential. In Finland, Ohjaamo (in English, literally an airplane cockpit or the bridge of a ship) is a one-stop shop. It provides an easy-access service point for people under 30, providing information, advice, guidance, work practice and support across a range of sectors (e.g., education, employment, social work and health, parishes, and police) and across a broad network of collaborators, like community work and business. An important part of Ohjaamo is the outreach work done by “Seek and Find” youth workers, who do whatever it takes to find the young people who have been “lost in transition.” Young people are encouraged to sort out their career and employment situation, which they can also do without involving the referring organization. The Center gives special support to young people going through transitions and also encourages them to remain in education and work. The shop provides personal advice and guidance, support in life management, career planning, social skills and capacity building, as well as education and employment support. “One-stop shop” does not necessarily imply that participating organizations are literally in the same physical space; it means operating under a common brand and existing as a network; also as a digital platform and virtual services. Ohjaamo is coordinated by Finland’s Ministry of Employment and the Economy, in collaboration with the Ministry of Education and Ministry of Social Affairs and Health, and on the regional-local level by cities and employment offices.⁴²

Guarantees: The Harvard P2P emphasizes the need to have a new social compact between society and its young people—to spell out what educators, employers and governments can do to provide pathways. Along these lines, one of the key interventions to promote integration and combat drop out, disengagement and NEET (neither in education or employment) is the Youth Guarantee, now applied widely in all European countries. Basically it means offering and guaranteeing a job, education place or place for work practice for graduates from 16 to 25 years old, within three to four months after completion of education. It means collaboration between local authorities (education and social work in particular), employment officials, community work, business, and regional and national actors. Ensuring a good-quality offer entails organizing support around the journey of the individual young person, rather than the interests of service providers. In many cases, this will require rethinking the stages of interventions, so that the transitions for the young person are positive and as seamless as possible, and that their periods of unemployment and inactivity are kept to a minimum to avoid long-term adverse effects. In order to

address these challenges, the Youth Guarantee attempts to be a genuine structural reform of the way in which the public, private and voluntary sector engage and support young people to complete education and enter the labor market—through a coordinated, holistic and individualized approach, which understands and meets the needs of each young person. In the delivery of the Youth Guarantee, the one-stop shops described above can play an important part.

Thirty Million Words Initiative: Researchers have linked the number of words heard by a child before the age of three to that child’s success later in life. Children from families of lower socioeconomic status hear approximately 30 million words less than their peers from families of higher socioeconomic status. The effect is compounded over time. Toddlers who were exposed to a wider vocabulary grow to become stronger readers, and have higher test scores and IQs. Children who were exposed to a limited number of words were not able to close the achievement gap even as time passed. This program encourages new parents to speak often with their children; it focuses on encouraging deeper interactions between parents and their children. For example, instead of “Sit still!” a parent might say, “Please stay in your seat. It is dangerous for you to be in the kitchen, because there are hot burners on the stove.” This is largely an initiative to stimulate awareness, observation and independent thinking. Educational materials should be distributed to expecting and new parents; health care providers should introduce the concept of early interventions having lifelong impacts.

Parent Universities: Recognizing that learning that takes place within school must be supported by parents at home, Chicago Public Schools has launched “Parent Universities,” which reward parents for participating in their child’s education. Parents are incentivized based on the number of homework assignments turned in by their children, their child’s achievement scores, and participation in teacher meetings. The program encourages parents to model the behavior of a ‘lifelong learner’ to their children, while being actively involved in their day-to-day learning. By participating in the program parents earn digital badges that open up additional opportunities, and over the course of a year they can earn up to \$7,000.

Conclusion

Boston already has frameworks and partnerships for linking career pathways, so implementing **linking education to career pathways** means putting more emphasis on how skills development in the pathway is connected to the changing world of work.

Experience from Europe from the implementation of career-related policies and actions, like the Youth Guarantee,

indicates that a multi-actor and long-term approach, applied in stages and piloting smaller parts, is probably advisable. This sort of complex reform works best when all three levels of action work together: practical experiments in the field, enabling policies, “branding” and strategic support that provide an over-arching concept and holistic management.

For practical purposes, the implementation of the **linking education to career pathways** recommendation can be divided into three main stages and three levels of action.

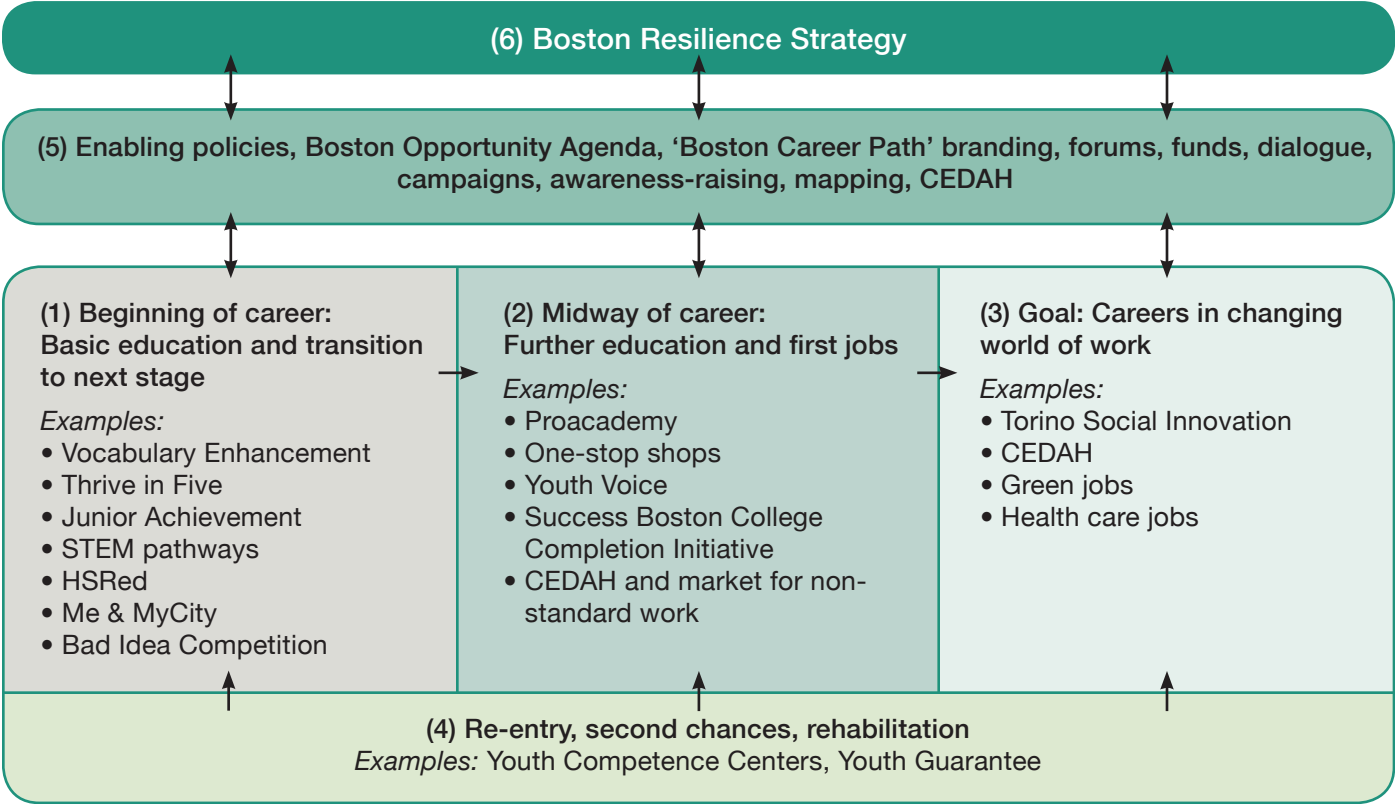
The first stage is the beginning of the career. The first years of childhood are critical, so attention to preschool and first classes is essential, then basic education and the transition to the next stage (often further education, but also work). Boston has already done useful work on kindergartens, Thrive in Five, reading skills, dropout prevention and other development pathways. Working life could be brought in early in a playful and inspiring way through initiatives such as Me & MyCity. The idea is to create a sense of ownership and innovation around transforming the schools as a part of the local community. Roxbury could concentrate on content around community work and social innovation, and East Boston on the green/new economy and health work—and they would then engage in a peer-learning process.

The second stage is the “midway of the career,” further education and work. Here the experiments and development are particularly around working life experience, community activity, social innovation, apprenticeships, job shadowing, entrepreneurship, local SMEs, and CEDAH connecting to education. The core is understanding the “total resources” of the area as a “Living Lab” of career development and promotion. Roxbury would look particularly to business related to community work, and East Boston to the green economy.

The third stage is in later working life. Along the stages are different activities of re-entry, second chances and rehabilitation. This is where low-threshold one-stop shops of career advice, like the Connection Center, innovation hubs and business development, as well as competence-building and rehabilitation in workshops are used.

The three stages constitute the operational level of implementation (schools, communities and business). It is important to connect to the policy level with Boston’s Resilience Strategy and the Boston Opportunity Agenda. One element could be branding the different stages and actors participating in the entire Boston Career Pathway, in order to make it more visible, known, collaborative and certified.

STAGES OF LINKING EDUCATION TO CAREER PATHWAYS



Connecting to Opportunity: RECOMMENDATIONS FOR EAST BOSTON

The theme of connectivity was prominent as the lab explored East Boston, engaged with stakeholders and began to develop recommendations. The theme of connectivity included the neighborhood's physical access to the rest of the city and its connection to the water. It also encompassed other issues such as the social fabric and connectivity of the community and inclusive access to information and city services. The following recommendations build on this theme of connectivity and inclusivity as a path toward equity in East Boston.

East Boston Recommendation 1: Envisioning East Boston as a Blue/Green Innovation Hub

Transforming East Boston into a blue/green hub is all about water. Stand almost anywhere in East Boston and it is all around you. By optimizing this natural asset, the City can strengthen neighborhood resilience and tackle inequity. We propose doing this by transforming the neighborhood into a green growth hub, specializing in water economy research and business.

With a fast-changing economy, driven by technologies and advanced industries, cities face new challenges to create jobs, foster sustainable economic growth and strengthen the social fabric. East Boston can help the City achieve this through its key assets: waterfront location, a very competitive regional R&D environment and a diverse young population.

Introduction

Our vision is that in 10 years, East Boston will be a globally renowned center for water economy businesses and jobs. These activities will specifically focus on water-related adaptive technologies linked to flood prevention and tackling sea-level rise. In this way, East Boston will function as a lab for the City's wider Resilience Strategy.

The goal will be to create and attract water economy businesses to the area, generating good quality jobs at a variety of levels. The presence of an MIT Plan for Action on Climate Change R&D unit, with incubators and a sophisticated framework of spin-out support, will be central to this goal. Proximity to the airport and access to a young multilingual population adds weight to the case for growing this innovative sector with global business potential. The International Labour Organization estimates that, globally, green jobs will create between 11 and 60 million future employment opportunities.⁴³ OECD research indicates the need for improved skills development linked to this high-growth sector.⁴⁴

The related driver to the equity needle will be the pathways created with local schools. Coordinated by Boston Public Schools (BPS), and working closely with MIT, industry experts and local businesses, Boston schools will create these pathways and East Boston can be the pilot case for this approach. This work will consist of:

- Raising awareness among students, parents and teachers of the available careers in the next economy sector—with industry sector support
- Reshaping the curriculum (particularly around STEM) to create alignment with these new green growth opportunities—with active employer input through the East Boston Chamber of Commerce and other channels
- Offering work placements, internships and traineeships to students in the city and region
- Driving a culture of innovation and entrepreneurship, linked to the water economy, in the city's public schools

A key component of the education work will be to promote high-quality science and technology careers for women, particularly those with global language skills.

For this strategy to succeed, working across the board is essential and collaboration among the different levels of government, educational institutions, private stakeholders, civil society and citizens must be sought. The following stakeholders will be central to implementing a range of key actions:

- Boston City Authority: The City Authority—possibly through the Mayor's Office of New Urban Mechanics (MONUM)—will provide leadership, strategic vision and coordination of the key partnership. The first steps will be to coordinate the partnership and to commission a feasibility study.
- Massport: As owners of the airport and Boston Port, Massport has a major stake in East Boston and in environmental sustainability. The independent public authority is a potential key partner and investor in the proposal.
- The higher education sector: Our proposal provides great opportunities for the city's iconic universities. Through its "Pathways to Prosperity" report,⁴⁵ the Harvard Graduate School of Education called for wider career pathways into high-demand, high-growth occupational fields. Alongside this, MIT has launched its Plan for Action on Climate Change⁴⁶ to coordinate academic, industry and government investment in environmental research and entrepreneurship.
- Local community and business organizations: Boston is among the top 10 American advanced industry hubs (in terms of employment share); these are industries characterized by their deep engagement with research and development (R&D) and science, technology, engineering,

and math (STEM) workers, which drive regional and national prosperity.⁴⁷ East Boston also has a young population with diverse language skills. Organizations representing the local community—such as the Neighborhood of Affordable Housing—have a key role to play in terms of messaging and community mobilization.

- Education providers: This proposal taps into the growing awareness of the need to widen educational pathways in the U.S. system. In particular, influenced by the success of the German Dual System, work is under way to involve industry in curricular redesign linked to advanced technical careers. At the state-level, Massachusetts is already involved via the Pathways to Prosperity program. The Education Department, together with East Boston education providers, has a key role to build on this, raising awareness of opportunities and creating pathways to high-quality careers in the water economy sector.

Models and Best Practices

We have found few other cities that have developed an initiative of this kind. The unique combination of location, research, entrepreneurship and curricular development sets our East Boston proposal apart.

However, there are examples with components that this proposal can build upon, some of which have already been mentioned (e.g. the MIT activity and the Pathways to Prosperity initiative). Other examples, which are relevant and worth further investigation, include:

- Rotterdam, a diverse innovative Dutch city with a major port, is placing major emphasis on promoting next economy opportunities through its work with American economist and social theorist Jeremy Rifkin.⁴⁸ This forms part of the city's major South Rotterdam regeneration project.
- Amsterdam, another innovative Dutch city, is stimulating the economy of its north harbor area through collaborative activity with dynamic players such as Metabolic.⁴⁹ Their focus on the circular economy, mobilization of communities and creative approach has attracted much attention.
- Hamburg, Germany is currently carrying out Europe's first inner-city development project on the waterfront through HafenCity⁵⁰ Hamburg GmbH, a company owned by the City of Hamburg. Two features of this project could be of interest for East Boston: the master plan, the first draft of which was approved in 2000, was heavily revised in 2010 as a result of broad public consultations; the new master plan details the development of the three eastern areas that are more isolated and less economically developed.
- Milwaukee, Wisconsin has leveraged over \$200 million in its Water Technology District since 2010, including the establishment of the School of Freshwater Sciences.⁵¹

- Chicago, Illinois has made a major commitment to its water economy that it estimates will generate over 400 businesses and \$250 million in economic value in the coming decade.⁵²

Conclusion

Across the world, cities are at a tipping point in defining a new development model that is more sustainable and whose prosperity is shared fairly across population groups. Compared to most, the City of Boston has a series of assets that can be effectively mobilized to realize this ambition. East Boston, with its waterfront location, international population, proximity to the airport, and access to preeminent R&D facilities, is well placed to front these developments.

In doing so, Boston can redefine our understanding of what it means to be a resilient city, acting as a beacon on the hill for others.

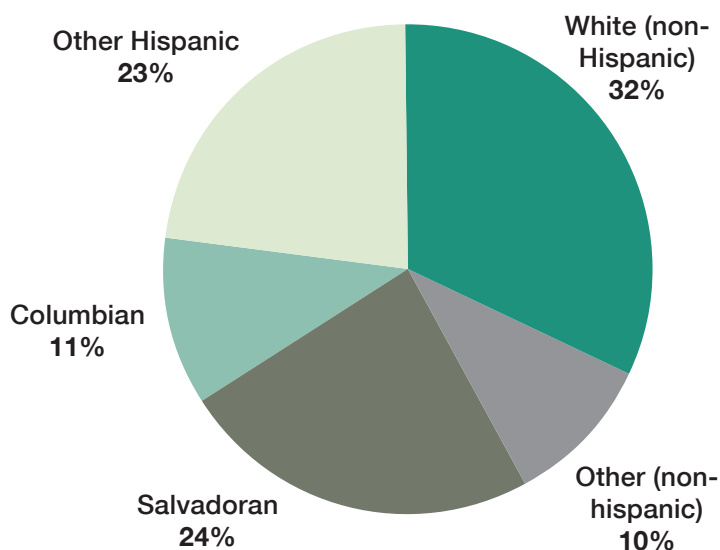
East Boston Recommendation 2: Building Neighborhood Social Capital, Civic Capacity and Economic Strength

Introduction

East Boston is a demographically and economically diverse community where residents widely report feeling disconnected from the greater Boston area. While East Boston's geographic distance is one element of this disconnection, the perceived lack of City engagement has exacerbated the problem. East Boston has few government services offices and only a limited number of community institutions/organizations that can advocate for the neighborhood. Historically, East Boston has been a hub for newly arrived working-class immigrants. Italian-Americans comprise the majority of the neighborhood's old guard and more recent immigrant arrivals are younger working-class residents from Latin America. A substantial (but currently unknown) percentage of these new residents are undocumented immigrants. Added to this mix is a small but growing crop of higher-income residents drawn by new high-end residential development at the waterfront. For instance, the median condominium sale price has increased 281 percent in the past 15 years.⁵³ Not surprisingly, the economic and social concerns of these varied groups can be distinct. An example of economic inequality is expressed by the difference in poverty rate between whites (13 percent) and Hispanics (23 percent). At present, East Boston's diversity seems to be serving more as a fragmenting force than as a neighborhood strength. This can make it challenging to establish a unified civic infrastructure for East Boston, both to serve itself and to represent itself to the city.

East Boston's demographic makeup is remarkably different from that of the city as a whole, presenting the neighborhood with unique challenges and opportunities. More than 30 percent of East Boston's population is non-Hispanic white and 58 percent is Hispanic. Although it is very difficult to

RACIAL AND ETHNIC COMPOSITION East Boston, 2010-2014



Source: ACS, 2010-2014

estimate the number of undocumented individuals, it would be fair to assume that East Boston has a large share of undocumented residents.⁵⁴ About 68 percent of Hispanics in East Boston are foreign-born and Hispanics in East Boston are three times more likely than other Boston Hispanics to be non-citizens. Salvadorans represent the largest Hispanic group, accounting for close to a quarter of East Boston's population (about 10,700).⁵⁵ Moreover, more than two-thirds of East Boston residents speak a language other than English at home. We argue that any strategy to provide financial stability to East Boston's families should consider solutions that integrate immigrants (including undocumented ones) into the broad economy and society. A multi-pronged approach is necessary, including increasing resident engagement, providing employment opportunities, and offering access to health care, education and city services.

Success can be measured by an increase in stable employment among Hispanic residents and a better connectedness with each other and with city services. Stronger participation in the neighborhood's campaigns could also be a sign of increased engagement and integration.

Key Actions

Key Action 1: Define and measure immigrant and non-immigrant population to better identify community needs and resources. Local actors should create a detailed community profile in order to understand and accommodate the varied needs of the different groups that live in East Boston. This will help community leaders mobilize resources to provide specific services at the required levels of need. Among the important questions this profile must answer are who are the

immigrant residents and their countries of origin, how long have they been in the country and what share of this group is under 18 years of age. In addition, it is important to assess how many children are living with migrant parents, the number that have limited English abilities, the number of families living in linguistic isolation (no one over 14 years old speaks English), and the employment and income level of these residents. Having a better idea of these specifics will allow for the creation of more nuanced programs and services. It can help determine the proper mix of economic, civil and social strategies to improve outcomes for residents. The detailed description can also serve as a baseline for measuring integration and the effectiveness of outreach and programs. After gauging the landscape of the community, the next step is to understand the local resources and assets in place to address these needs. Mapping community and government resources can identify local stakeholders and potential allies, and draw attention to gaps in the civic infrastructure. Community mapping can highlight the relationship between assets, needs, and location and services. This can also serve as an effective tool with which to advocate for community benefits, petition for resources in neglected areas, and track concentrations of vulnerable populations.

Key Action 2: Connect undocumented immigrants to opportunities through trusted intermediaries. An important first step in connecting undocumented immigrants to better opportunities is to build sufficient trust for them to seek help. Working with intermediaries such as faith-based institutions and immigrant-focused service organizations can help foster confidence in programs and institutions that the undocumented might otherwise avoid for fear of deportation or other legal action. Once ties are established, an assessment of the number, demographics (age, gender) and well-being (income, employment, education levels and English language skills) of undocumented should be conducted. In addition, intermediaries should conduct an assessment of their stated needs. Any assessment should take specific care to determine what types of employment the workers are engaged in. This is of particular importance to guard against the exploitation of undocumented workers. Also, this assessment should focus on ensuring that children 16 and under are in school and that young children have access to quality childcare. This foundational information could help inform a more specific strategy of support and the building of the requisite civic capacity to help undocumented immigrants effectively engage with the public realm and advocate for themselves. Further, state and local governments can facilitate access to identification cards, driver's licenses and public benefits, where applicable.

Key Action 3: Enhance economic integration and upward mobility. Four major barriers that can limit employability and

economic opportunity for immigrants are limited English language skills, transferrable professional credentials and connections to high-paying jobs. To address this first barrier, community organizations and local agencies can develop and incentivize opportunities for enhancing English skills through partnerships with community colleges, churches, local businesses and community organizations. To make this more feasible, these entities could provide high-quality English classes at convenient times and in accessible locations, including worksite classes and classes after church services. This could reduce the travel and time constraints that many low-income individuals face. To manage issues of professional credentialing, community leaders and local government entities could partner with professional associations and city and state agencies to either transfer or validate licenses, accreditations and professional degrees that are not currently recognized in the United States. If there are gaps in skills or program curricula, local agencies could work to assess skill levels and provide training on any skills gaps to achieve full accreditation. Local entities can analyze career ladders in local industries and target training to low-income residents in the community.

Key Action 4: Strengthen opportunities for small business development. For many low-income individuals, especially immigrants, owning a small business is one of the few alternatives for making ends meet. Supporting budding entrepreneurs should include a spectrum of services from providing access to adequate space to technical assistance and access to credit. Some of the ways to make this process more accessible for immigrants is to provide Spanish language translation for basic business requirements such as government regulations, licensing and permitting. Further, local agencies could encourage informal business support such as conveniently sited seminars and classes (in Spanish) on business development basics. For those who are ready to launch, pairing budding entrepreneurs with local mentors and coaches could help provide low cost, as-needed support. Services for existing small businesses looking to solidify and grow could include connecting to employee training, capital, financing and to programs housed within the Small Business Association. Given the importance of small businesses to the economic well-being of new immigrant communities, the City of Boston might consider placing a local business development agency satellite office in East Boston, staffed with Spanish speakers.

Key Action 5: Build civic participation. Building civic participation and capacity in mixed-income, and high immigrant population communities can pose a difficult challenge for many reasons. Having second jobs, required overtime, little childcare support, and language abilities can prevent full participation in conversation and activities that shape the community. In addition, hostility (perceived or real)

toward newcomers of a different race, class or ethnic group can limit participation and open dialogue. Since local governments are already responsible for gathering community input and connecting residents to services, they can make special efforts to include immigrants and low-income residents. Local agencies should collaborate with community organizations to conduct outreach to low-income and immigrant residents to engage them on issues of neighborhood planning, community K-12 education efforts, and/or after-school programs. Local entities should invest in programs that help immigrants complete the naturalization process by providing ESL and civics classes, and assistance with the application process. This can also cultivate electoral engagement by recruiting immigrants in get-out-the-vote (GOTV) efforts. Also, community forums need to be culturally and linguistically sensitive as the population changes, for example, community meetings should have translator and interpreter services to be able to solicit input from all community members. The City of Boston's Office of New Bostonians' New Americans Library Corners Program is a good step in proactively reaching out to immigrant communities.

Key Action 6: Support community cohesiveness through a welcoming and open environment. To ease some of the community's fears about newcomers and in order to build community cohesion, local actors should create opportunities for in-person interactions and ensure that misinformation about newcomers does not poison community relations. Communities should ensure not only that accurate information is presented about immigrants but also that community issues are framed as being in the common interest instead of focusing on divisions. Local actors can also support cross-cultural community events and festivals that educate the community, showcase talents and cultural heritage, and highlight the benefits of diversity and mutual understanding. Local agencies can work with faith-based institutions to create cross-cultural exchanges and other community activities that will promote fellowship. East Boston could start an affiliate of the Welcoming America program to improve relations between immigrant and non-immigrant leaders in the community to build long-term and sustainable connections.

Key Action 7: Create incentives for greater digital inclusion and community connection through investment in broadly accessible and locally tailored e-government services. One way to create better connection to public services for a broad base of people is to provide it online. Given East Boston's geographic isolation, better e-government services could be a relatively fast and inexpensive approach to extending local government reach to this underserved area. Two important components of creating better digital inclusion are locally tailored content and access. As a part of its community outreach, local governments could work with East Boston community stakeholders to develop a set of comprehensive,

accessible and affordable online services. To start, services to help launch and strengthen small business development would be crucial in East Boston. The ability to complete fundamental civil services online from (start to finish) such as building permits, business licenses and health inspections, could rapidly increase residents' ability to develop property or a new business. In particular, low-income and working residents would benefit from the ability to complete program applications, school enrollment and connect to community services online. Also important to digital inclusion is access—both the access to the technology to connect and access to content language. Because high-speed internet access in the home can be an issue for lower-income families, local governments should work to ensure that libraries, community centers and churches can be hubs of connection. Since mobile technology penetration tends to be widespread, local governments should ensure that content and website interfaces are mobile friendly. Finally, all content should be provided in languages that users understand. Given East Boston's demographics (and greater Boston's for that matter) Spanish language translations of all sites and services should be a priority.

Models and Best Practices

Strengthen Hispanic-owned small business: The Main Streets program, a national model that is also present in East Boston, could be better leveraged to support Hispanic-owned small businesses. A much more deliberate and targeted approach is necessary to develop and cultivate current businesses and to reach future entrepreneurs in need of guidance and financing. A central aspect of any small business development strategy is to understand the needs and potential of small business. The institutions that serve and work with East Boston residents should reflect the neighborhood's diversity. For instance, the East Boston Main Streets program's board of directors ought to reflect the diversity of the neighborhood.

The Welcoming Center for New Pennsylvanians provides specific examples of services offered to immigrant-owned small businesses.

In addition to technical assistance providing the right space for small business to develop could be necessary. The Mercado Central in Minneapolis, Minnesota is a successful example of a model that has fostered Hispanic-owned business development. Mercado Central is a marketplace of 45 businesses that has “flourished into a marketplace, community centers, and ideal business locale for many members of the Latino community.”⁵⁶

Finally, the cooperative model has potential to provide employment opportunities to communities with high shares of immigrant population and to revitalize underserved communities. The Cooperative Development Institute

indicates that “the simultaneous ownership and management of a business (including a worker cooperative) by an undocumented immigrant is not a violation of law.”

In Springfield, Massachusetts, the Wellspring Collaborative has successfully launched two cooperatives working with local residents regardless of immigration status.

Improve access to education, health care and services: Providing access to education, health care and city services to immigrant families is instrumental to the socio-economic well-being of East Boston residents. Massachusetts has the lowest rate of uninsured population. However, Hispanics have a much lower rate of health insurance coverage in part because of lack of information, and in part because a higher percentage of the population is undocumented. New York City provides an interesting example of providing access to health care for undocumented immigrants. The Direct Access⁵⁷ program is designed to address the fact that many foreign-born residents remain uninsured and vulnerable to poor health outcomes, despite the robust expansion of health care access since the passage of the Affordable Care Act. The Direct Access program “is designed to address the fact that many foreign-born residents remain uninsured and vulnerable to poor health outcomes, despite the robust expansion of health care access since the passage of the Affordable Care Act. Although it is not insurance, the Direct Access program builds on the City's existing health care system by providing for greater care coordination and efficiencies in accessing care. Improved access to primary care can help prevent disease, lead to better health outcomes and help lower health care costs.”

The ability to communicate in English is instrumental for career placement and advancement. According to the City of Boston's website, there are currently only two organizations that provide ESL classes in East Boston (East Boston Ecumenical Community Center and Centro Presente).

A Welcoming America report⁵⁸ describes best practices and examples of communities across the United States that are taking proactive steps to integrate immigrant communities. The guide highlights Colorado-based Intercambio Uniting Communities⁵⁹ as an example of an effective program that helps immigrants learn English using a system of volunteers.

The Mayor's Office of New Bostonians' New Americans Library Corners program is a good step in proactively reaching out to immigrant communities. Funding for ESL classes is always limited and waiting lists are long, so advocating for more funding, increasing the presence in East Boston and using a well-organized volunteer system could help reach more people.

Conclusion

East Boston's young and diverse population should be embraced as an asset for the city and the region. Sustainable growth strategies for the neighborhood are only possible if all residents, including immigrants, have opportunities to prosper. This will require policies and interventions that will enhance immigrants' economic and social integration. Strategies should include the residents' voice and an assessment of community needs and resources, building a welcoming environment and civic infrastructure, and creating economic opportunities where immigrants can thrive. Although some of these suggestions can be implemented at the local level, addressing some of the biggest barriers may need to be done at the state level (e.g., in-state tuition for undocumented students). A first step would be to take a close look at Massachusetts' New Americans Agenda.⁶⁰ Its recommendations are still relevant today, including: Strengthen efforts to pass legislation allowing immigrant students to pay in-state tuition; eliminate waiting lists for English classes; aid immigrant-owned businesses by providing technical assistance and development services; and increase healthcare funding for legal immigrants.

East Boston Recommendation 3: Incubating an Inclusive Digital Agenda in East Boston

Introduction

Home to some of the most powerful and advanced technology companies and centers of higher education, Boston has every opportunity to leverage this creative power for answers to stark inequality present in its neighborhoods. In East Boston, there is an opportunity to pilot or incubate a digital agenda that could improve multilingual access to information, coordinate and simplify city services online, and eliminate language barriers in data. This agenda would pay dividends for residents, but also help to foster small business development within the community itself to keep Boston thriving, healthy and innovative.

Some observations from the East Boston engagement that illuminate the challenges of inclusive digital access and engagement include:

- Many cities make public a vast wealth of geographic information system (GIS) spatial data that enable anyone to map city infrastructure and services, demographic data and economic assets. The City of Boston has an unparalleled rich resource of GIS, but unfortunately it is not available in an easy-to-use and multilingual format.
- The mayor's staff in East Boston faces the tedious task of manually translating static paper maps and tables

into Spanish (or other key languages) for community presentations. Their ability to support and advocate for their constituents would be clearly reinforced by a data presentation tool in Spanish capable of generating custom exportable reports for these engagement sessions.

- The ability to conduct business transactions and fundamental civil services online such as building permits, business licenses, and inspections could rapidly increase a citizen's ability to develop property or start a new business. Residents of East Boston, and many other areas, face a logistical challenge in reaching City resources during non-traditional hours. After making the long trip on public transportation to the nearest City Government center, East Boston residents may come to find a long queue or a closed office—a clear inhibitor to these key drivers of organic growth. Providing these resources in a simple, coordinated way online can provide a valuable alternative.

Boston was one of the first U.S. cities to embrace the opportunity of technology to improve the “mechanics” of the city by creating the mayor's Office of New Urban Mechanics. The fact that the Office of New Urban Mechanics' innovative practice has been replicated in many cities already demonstrates the city's ability to make big moves when it comes to technology and the digital agenda. The recommendations offered here offer a path toward amplifying an inclusion framework within the City's growing digital agenda. By having a proactive approach to inclusive digital access and engagement, the city can leverage its technical know-how to improve social and economic equity across many neighborhoods.

Key Actions

- Develop an “Inclusive Digital Agenda” policy framework that enforces the City and system-wide transition from disparate, complex, English only e-services toward inclusive, integrated, simple, multilingual services without the creation of new departments or complexity. Pilot the effort in East Boston as an opportunity to test the concept for future citywide scaling.
- Ensure that the digital agenda is developed as part of the City's Equity Agenda and Resilience Strategy.
- Engage East Boston stakeholders, key departments and high-level City officials to match local needs with feasible action and resources, and codify key definitions and principles to empower the framework.
- Inform and train all appropriate City staff on their responsibilities in implementing the agenda. This is key to ensuring that various departments implement the program concurrently and in sync with one another.
- Publicize the effort and resources, when complete, to

overcome the perception of a lack of resources dedicated to East Boston. Consider creating an “e-service showroom” where residents can walk in, pick up a device, and receive guidance on all services that are available online.

Models and Best Practices

The City of Pittsburgh recently adopted a roadmap for inclusive innovation that could provide an interesting case study for Boston.⁶¹ This citywide, multipronged strategy includes similar recommendations for inclusive access and engagement, but also covers related economic development and innovation policies.

From Europe, a relevant model at the national level comes from Estonia, which has made simplification and e-services a public policy requirement. Drafting legislation aligned with a digital agenda policy proved to be the foundation for the successful deployment of e-government without causing an expansion of complexity and staff. This top-down method prevented the various departments of the government from creating their own chaotic and varied approaches. With the Boston Mayor’s data dashboard recently being featured in the *Wall Street Journal* alongside Estonian solutions, the opportunity to share knowledge between the two is more relevant than ever.⁶²

From the Nordic model, in citizen engagement case studies, providing an excellent foundation for adoption of new e-platforms to the concept of Digital Dividends, which has long been a World Bank priority. Here, in the United States, the White House Federal CIO has developed a simple framework for effective user-first systems. We see that the world is moving toward e-government, albeit slowly, and East Boston is the ideal site to seize on just such a moment.

Creating something simple in e-government is often far more challenging than building the complex. The following are lessons learned from the Estonian experience of building the world’s leading digital government platform:

Decentralization. There is no central database, and every stakeholder—be it a government department, or a business—gets to choose its own system on its own timeline.

Interconnectivity. All the elements in the system have to be able to work together smoothly.

Open platform. Any institution can use the key public infrastructure.

Open-ended process. As a continuous project to keep growing and improving organically.

Some dos and don’ts, based on Estonia’s experience:

- **Do** – Create a decentralized, distributed system so that all existing components can be linked and new ones can be added, no matter what platform is used. Use live and dynamic web services as a means of database communication between systems: eliminating outdated, cumbersome, and risky synchronization processes between data sets.
- **Don’t** – Try to force everyone to use a centralized database or system, which will not meet their needs and will be seen as a burden rather than a benefit. Do not try to integrate complex legacy platforms as a first approach.
- **Do** – Be a smart purchaser, buying the most appropriate systems developed by the private sector. Use SaaS and Agile user first design to avoid building unused tools.
- **Don’t** – Waste millions contracting large, slow development projects that result in inflexible systems. Avoid waterfall style projects and preference to vendors based on corporate image.
- **Do** – Find systems that are already working, allowing for faster implementation.
- **Don’t** – Rely on pie-in-the-sky solutions that take time to develop and may not work.
- **Do** - use proper translation tables to ensure well-articulated and simple design.
- **Don’t** - Use a translation service to translate entire webpages.

Pushing the Boundary of Change:

RECOMMENDATIONS FOR ROXBURY

While Roxbury is one of Boston's most distressed neighborhoods, it also has a rich legacy of place-based initiatives, investment, and other interventions by the City, nonprofit organizations and philanthropy. The lab experienced the fruits of much of this good work, but also recognizes the opportunity to scale and expand the impact to more of the neighborhood. Many of the citywide recommendations above are rooted in the experiences of the Roxbury team and offer an opportunity to pilot initiatives in this community before expanding to the citywide level.

Roxbury Recommendation 1: Driving Racial Equity Policies Through a Collective Assessment and Articulation of Key Drivers for Social Healing and Equitable Growth

The Racial Reflection for Resilience (R3) Initiative highlights the historical context for current growth challenges, inequality and history that has created the current situation.

The cumulative effects of Boston's racial history have created entrenched barriers to equitable growth and shared prosperity. From the founding of the Commonwealth through the 20th century and now the new millennium, structural racism⁶³ continues to inhibit its long-term resilience, social cohesion and economic competitiveness.

Boston: A tale of two cities

Historically, Boston is elevated as the cradle of American liberty. It is here where Crispus Attucks, an African-American, died (the first casualty of the American Revolutionary War) to realize the dream of liberty for future generations. Little did he know that the persistent legacy of structural racism would create barriers to shared prosperity for Boston's communities of color. Although people of color make up the majority of Boston's population, many of these communities have been left behind by Boston's economy. While 7.4 percent of whites were unemployed in Boston in 2012, 13.5 percent of African-Americans were unemployed. Hispanics and Asians also face double-digit unemployment—11.4 percent and 10.4 percent, respectively. The community of Roxbury, with a majority of residents of color, has a 16.8 percent unemployment rate.⁶⁴ Communities with majority white populations have lower unemployment rates. Unemployment rates in the North End are as low as 2.6 percent.⁶⁵ The door of economic prosperity

continues to be locked for communities of color in Boston due to spatial and economic inequities that are entrenched and historic. The median liquid assets for whites in Boston is \$35,000, while African-American have median liquid assets of \$700.⁶⁶ Boston is the nation's 11th most racially segregated city of its size.⁶⁷ The history of structural racism in Boston has created enclaves of white neighborhoods with concentrated wealth and opportunity while communities of color continue to suffer in a city that has the second highest incidence of hate crimes of any city in the United States.⁶⁸ The persistent racial inequities experienced by individuals and majority neighborhoods of color in Boston will not be alleviated without a strategy spearheaded by the City of Boston and key community stakeholders, with measurable impacts. These impacts must utilize indicators that measure success beyond the numbers. The strategy must include opportunities for healing in ways that will impact the hearts of the residents and leaders who hold the future of Boston in their collective hands.

Existing Racial Equity Efforts in Boston:

The Boston Racial Justice and Equity Initiative: A cohort of organizations, professionals, and community members that are committed to building a healthy community by increasing racial equity in employment, education, housing, and health care, among other opportunities, and by working for racial justice.

Action for Regional Equity: A coalition of 18 Massachusetts equity organizations united to address continuing disparities in affordable housing, transportation investment, and environmental justice—has developed strategies to address the critical development challenges facing the Commonwealth. By recognizing the connection between these issues, Action! identifies policy solutions that share benefits and burdens of growth fairly across communities.

Southern Jamaica Plain Health Center: Partnerships, Media and Youth Engagement Racial Youth Healing Project; Brought together 16 youth, half of who identify as white and half of whom identify as people of color, to participate in a year-long racial healing and reconciliation process. Health Equity and the Impact of Racism on Health and Racial Justice Framing are trainings provided to educate/train participants on racial equity opportunities for community change. The group is developing youth-led curricula to teach community members and eventually BPS students about health equity and the impact of racism on health.

Boston Public Health Commission Racial Healing and Reconciliation Documentary: Produced by Boston Public Health Commission, Southern Jamaica Plain Health Center,

The Kellogg Foundation and Intercultural Productions, the film documented a two-year youth racial healing project in Boston's Jamaica Plain neighborhood. Through readings, racial affinity groups, workshops, healing circles and speak outs, young people are challenged to move beyond purely intellectual conversations about race and racism and are supported by each other and a team of community organizers and social workers, to experience the feelings that come up when we talk about racism and understand the ways it shapes our existence.

Success Beyond the Numbers:

The changing demographics and entrenched inequities in Boston have created urgency for collective action. These efforts must be grounded in tactics and policies that create the conditions for equitable growth and racial healing. Below are policy recommendations provided to support the realization of a more inclusive and resilient Boston:

- Racial Reflection for Resilience (R3) Initiative highlights historical context for current growth challenges, inequality, and history that has created current situation and obstacles.
- Leverage Roxbury's changing demographics and gentrification challenges as the foundation for a study and racial healing circles in the community. Circles will be representative of long-term and newer residents as well as nonprofits, businesses and anchor institutions.
- "We the People" tours of Boston will be provided for community stakeholders and civic leaders highlighting the history of African-Americans, Latinos, Asian and other racial groups in Boston.

Key Actions

- Establish a Boston Racial Equity Circle representing diverse sectors and interests
- Develop racial equity performance measures
- Develop a racial healing discussion curriculum centered around three historic racial issues in Boston
- Develop racial healing discussion curriculum highlighting racial challenges associated with gentrification in Roxbury
- Create and staff a Boston Resilience and Reconciliation Commission

Best Practices

Local—

Jacksonville, Florida, Regional Chamber of Commerce, Blueprint for Prosperity Project, Racial Opportunity and Harmony Component: The Blueprint for Prosperity is an initiative of the City of Jacksonville, the Jacksonville Regional

Chamber of Commerce, and an organization entitled WorkSource, that launched in January of 2006 a strategic plan for increasing the per capita income of Duval County. Not only does the plan include a special component on Racial Opportunity and Harmony, but one of the elements of that component is to "eradicate structural and institutional racism by committing to eliminate the racial/ethnic gaps in education, employment and income, neighborhoods and housing, health access and outcomes, justice and the legal system, and the political process and civic engagement."

Mississippi Truth Project: A statewide effort to create a culture of truth-telling that will bring to light racially motivated crimes and injustices committed in Mississippi between 1945 and 1975. Begun as a grassroots effort in the spring of 2008, the Mississippi Truth Project has brought together individuals and organizations from across the state to document the past in order to shape an inclusive and equitable future.

Conclusion

Creating a Racial Reflection for Resilience (R3) Initiative is a foundational step to express the historical context of current neighborhood circumstances and inequality. Highlighting the differences between minority groups in access to jobs, income and assets expresses the challenges inherent between races in Boston. Bringing together the historical stories of broken promises, failed efforts and racially defined decisions allows for clearing the air for progress. Focusing on aligning this initiative with a diverse group of community leaders will further emphasize the collective importance of addressing these challenges together for the betterment of life for all. Creating awareness and sensitivity among all parties involved allows for a brief look back to create a bright path toward reconciliation and equity in Roxbury and the City of Boston.

Key tactics must be leveraged in order to ensure measurable and long-term impact. These tactics include:

- Creating a citywide opportunity for cross-learning and racial reconciliation.
- Leveraging neighborhood specific, placed-based learning efforts for racial healing.
- Leveraging historic accounts and stories coupled with data to express current negative observations in proper context to articulate how and why things are the way they are.
- Highlighting racially defined socioeconomic differences in Boston to elevate the need to improve relations in the community and workplace.
- Providing opportunities for accessible dialogues with both affected minority communities and new residents that have benefitted from current conditions.

- Partnering with a diverse group comprised of both common (current nonprofit and faith-based organizations as well as inclusion and equity organizations) and uncommon allies (successful small businesses, passionate community leaders and higher education) to promote and steer racial healing effort.
- Elevating the “business case” for racial equity as a key component of Boston’s racial healing efforts.
- Robust community engagement is key in order to understand historic challenges and opportunities for reconciliation.

Creating opportunities for racial reconciliation and healing will not be easy. The road to equity is full of hurt, fear and disappointment. The destination of resilience will only be achieved through patience and hard work. A racial healing effort in Boston will realize a more connected and competitive city, where all residents will be positioned to achieve their full potential.

Roxbury Recommendation 2: Strengthening Neighborhood-Anchor Institution Engagement

Boston is a city with well-known and powerful anchor institutions—education and healthcare (or “eds and meds”), sports and more—that hold a vast amount of knowledge, human talent and opportunity. More than half of Boston’s property is controlled by nonprofit institutions, including anchor institutions.

We suggest a comprehensive strategy with key structures and processes to engage anchor institutions for impact in addressing social inequity, and to become strong players in the City’s Resilience Strategy. There are existing programs in Boston to addressing the relationship of these institutions with the city, and how they can contribute more. This comprehensive strategy can build on these initiatives, to have more strategic impact, particularly for Roxbury, East Boston and other underserved neighborhoods.

Around 2007, the City began collecting **payment-in-lieu-of-tax (PILOT) contributions** from large tax-exempt institutions. These funds are intended to help offset a portion of the cost to the city for providing them with essential city services. This is currently ad hoc, and contributions are not applied toward a strategy for impact. In 2011, the City asked nonprofits owning property valued at more than \$15 million to make standardized payments based on a formula using the assessed value of their property and the cost of providing city services to them, with a deduction for community services provided by the institution.

Through the community benefits process and determination of need program, the Massachusetts Attorney General sets out guidelines for hospitals and health maintenance organizations for developing, implementing and reporting on community benefit activities. It appears that health care and academic institutions often invest in development/construction projects.

BOSTON PILOT PAYMENTS FOR 2014

Institutions That Paid Nothing	Amount Billed
Boston Conservatory	\$22,370
Catholic Memorial School	\$4,081
Children's Museum	\$37,316
Emmanuel College	\$366,576
Fisher College	\$64,764
Franciscan Hospital	\$82,416
Institute of Contemporary Art	\$51,594
Joslin Diabetes Center	\$165,972
Museum of Science	\$46,335
New England Aquarium	\$128,450
New England Conservatory	\$38,708
Northeastern University	\$2,548,560
Roxbury Latin School	\$88,067
Shriners Hospital	\$212,075
Wheelock College	\$92,319
Winsor School	\$61,189

Institutions That Made Partial Payments	Amount Billed	Amount Billed (%)
Bayridge Center	\$41,580	\$17,884 (43)
Berklee College	\$332,807	\$83,480 (25)
Boston College	\$1,155,553	\$317,888 (28)
Boston College High School	\$28,347	\$5,000 (18)
Boston University	\$6,534,368	\$6,043,376 (92)
Emerson College	\$581,696	\$70,796 (12)
Harvard University	\$4,347,776	\$2,217,281 (51)
Hebrew Rehabilitation Center	\$44,252	\$7,500 (17)
Museum of Fine Arts	\$645,667	\$60,399 (9)
Simmons College	\$296,371	\$108,790 (37)
Suffolk University	\$661,728	\$413,750 (63)
Tufts Medical Center	\$1,263,000	\$990,265 (78)
Wentworth Institute of Technology	\$433,785	\$283,785 (65)

Source: Colman Herman, “Boston’s PILOT program lagging”, CommonWealth, November 15, 2014, <http://commonwealthmagazine.org/economy/003-bostons-pilot-program-lagging/>

EDUCATIONAL LEVEL BY NEIGHBORHOOD

Neighborhood	No High School Diploma	High School Diploma	Higher Degree
Back Bay/Beacon Hill	1.6%	9.3%	98.1%
South End	15.8%	22.9%	61.3%
Boston	15.0%	36.5%	48.5%
East Boston	31.5%	45.5%	23.0%
Roxbury	22.9%	49.3%	27.8%

Source: American Community Survey, 2010-2014

These programs appear to have ad hoc participation, and each institution determines what it will contribute or what kind of community service activities it will support. To move the needle on social inequity, there must be a comprehensive engagement strategy that aligns with the Resilience Strategy and focuses on underserved areas or populations.

Key Actions

Key Action 1: Strategically engage anchor institutions in boosting equitable economic opportunity. Engage anchor institutions⁶⁹ to leverage their economic power and knowledge for citywide community benefit in Roxbury and other underserved neighborhoods to accelerate local job creation (procurement, employment), skills transformation, new career opportunity development and service learning.

Note: These recommendations can align with the *linking education and career pathways* and *deepening economic inclusion efforts recommendations*.

Key Action 2: Develop a metric to rate each anchor institution on their “equity and wellness” contribution to the city and align action, with a particular focus on underserved neighborhoods. Create or identify a methodology or tool for this assessment and rating, focusing on an institution’s equity impact through labor and hiring practices, procurement and program impact. For example, Democracy Collaborative has an ‘anchor dashboard,’ which includes 20 indicators that clarify whether a particular anchor institution has a positive impact on its surrounding community.⁷⁰ The City can also initiate a collective impact methodology, for all anchor institutions to commit to a set of common indicators and goals, and align with the Boston Opportunity Agenda.

A sample of what this tool can rate:

- New businesses, minority-owned businesses and social enterprises linked to nonprofits
- Procurement policies

- Policies to pay local vendors in advance in order to provide working capital
- Employment policies and living wage standard

After the city metric is applied, the City can launch an annual award to recognize the best institutions, and share their story of impact.

Key Action 3: Establish neighborhood coordinators and councils to build relationships with anchor institutions and pilot “investment corridors” (knowledge, finance and other forms of investment). As a way to launch a strategy to institutionalize neighborhood-anchor institutions connections, Roxbury could serve as a pilot area for an ‘investment corridor’.

To set the local foundation for such an investment strategy to work, we recommended that these first steps are taken at the neighborhood level: 1) establish a neighborhood cabinet representing various sectors and interests (local business, philanthropy, social sector, education and faith community) to assess and coordinate an equity strategy, 2) hire and empower a coordinator/liaison from Roxbury for connecting neighborhood and anchor institutions, tracking and maintaining regular communication, and keeping actions in line with a strategic plan.

The neighborhood councils could also engage anchor institutions as thought partners or “brain trusts” for key local actors, such as elementary schools, middle schools, high schools, community colleges and community organizations. This could launch with a “marketplace” event, bringing together local initiatives in Roxbury and relevant departments at anchor institutions to get to know each other and discuss partnerships. This event could also include a job fair, as well as “get-to-know” meetings—sessions where key individuals in Roxbury and anchor institution representatives discuss and get to know each side’s decision-making processes, dynamics and structures. This would help build mutual understanding and a successful communication and engagement plan.

Academic Anchor service learning departments would be encouraged to engage in knowledge investment areas utilizing facility and student assets to support equitable growth and revitalization in communities of concern. This could include a focus on cooperative or collective initiatives for work preparedness, local enterprise, re-entry, affordable health and sustainable, nutritious food ecosystems. See best practices for an example. This can serve as a foundation and preparatory phase for financial investment strategies, as described in the next section.

Key Action 4: Set up a citywide Community Innovation Fund (CIF) (i.e., anchor institution makes grants and low-interest-rate loans to local nonprofits) to source and support new collaborations and collective impact efforts for equity, or to scale up successful local models for connecting residents from Roxbury and other target neighborhoods to link career paths or procurement contracts at anchor institutions. This would encourage coordination among institutions in the areas of impact-oriented investment/grantmaking. This could be piloted in Roxbury first, and then scaled to include additional underserved neighborhoods in Boston.

To address social inequity, there should be extra mobilization and investment efforts in Roxbury and other underserved communities to encourage ideas and applications, and a focus on initiatives that address the connecting points between education, skills, local business, health and careers.

Key Action 5: Establish an advisory team for the City, with proven impact and strategic networks. Engage leading social entrepreneurs in the city, who already have partnerships with anchor institutions, as advisors for the City strategy. Potential candidates include:

Bernard Amadei, Engineers Without Borders

Amadei is transforming the field of engineering, particularly mechanical and civil engineering, by revamping the traditional training model and establishing professional standards to integrate the field more closely with global issues such as poverty alleviation, hunger and disease. He worked for several years to break down barriers at universities, and to build a comprehensive strategy to engage students in the practical application of engineering knowledge for the public good. There may be lessons to learn from his experience⁷¹ or his advice, for an anchor institution engagement strategy.

Gerald Chertavian

Chertavian is redefining how talent is perceived in the United States by solving America's growing skills gap while providing employment opportunities for disconnected 18 to 24-year-olds. Year Up creates a new pathway for potentially millions of marginalized citizens to become initiative-takers and contributors to growth in the United States' businesses

and society. Over 250 companies host Year Up interns. This program is active in Boston.

Rebecca Onie, Health Leads

Health Leads is building a movement to break the link between poverty and poor health by mobilizing university student volunteers to provide sustained public health interventions in partnership with urban medical centers, universities and community organizations. Since 2010, Health Leads has served over 23,000 patients, and 7,000 Health Leads alumni work in and around the health care system. In Boston, Health Leads recruits and trains college students from three local universities to staff the Health Leads desks in the clinics where they work. It has been active in Boston since 1996. The community service experience impacted the student volunteers' choice for employment or further training: In 2012, 88 percent of program graduates that entered jobs or graduate study in the fields of health or poverty (90 percent of program graduates) reported that Health Leads had a "high" or "very high" impact on their post-graduate plans.

Considerations for Implementation

- Document workforce needs and barriers to employment in Roxbury (talent assessment) and other underserved areas.
- Convene marketplace events in Roxbury with representatives of anchor institutions—for example, public showcases of local initiatives and relevant anchor institution departments, job/career fairs, private one-to-one and small roundtable discussions—for key community representatives and anchor institution representatives to get to know each other's decision-making processes, structures and communication mechanisms, as preparation for discussing partnerships.
- Create or tailor a city metric tool to assess the impact of anchor institutions currently, with specific assessment of their impact in particular neighborhoods, like Roxbury, and aligned with the metrics of the City's existing strategies and agendas (e.g., Resilience Strategy, Economic Inclusion and Equity Agenda⁷²).
- Initial discussion with Living Cities and CEOs for Cities, which are taking first steps to explore anchor institution strategies.
- Convene social entrepreneurs that have impactful projects in partnership with anchor institutions, to share their insights and help shape the engagement strategy.

Potential Impact Measures

- Percentage of anchor institution workforce, service procurement or product purchase that is from Roxbury and other underserved neighborhoods.
- Number of jobs at anchor institution held by individuals that grew up or were educated in Roxbury
- Number of local jobs created with support, training or

business partnership contracts with an anchor institution.

- Number of anchor institution programs and their quality/focus that changed after their interaction with Roxbury community. For example, new university courses developed to encourage service learning and pair local community stakeholders with university faculty or resources for local impact; improved services at hospitals for underserved populations after hospital-local stakeholder engagement.
- Number of people or percentage of Roxbury workforce with new skills (that are being applied) and new career/job paths resulting from anchor institution investment/training programs, and how this leads to higher wages and salaries.
- Number of anchor institutions asking to join the collective impact effort after it begins with the founding institution (to show changing perception and culture among these institutions).

Models and Best Practices

Cities throughout the United States are developing strategies to engage anchor institutions in community development and growth, and sharing best practices and toolkits based on their experiences. In New Orleans, the mayor called the city's unemployment rate unacceptable, and reached out to the New Orleans Business Alliance and key anchor institutions throughout the city. The City launched the Economic Opportunity Strategy linking equity and inclusion with growth and prosperity of the city.⁷³ The University of Pennsylvania developed an Anchor Institutions Toolkit, based on its experience and its role within the community. The toolkit can serve as a model for how Boston can establish partnerships with anchor institutions and between anchor institutions and the community. In Cleveland, Ohio, the Cleveland Clinic, Case Western and Cleveland Foundation built a partnership in the Greater University Circle district, beginning with an ongoing analysis of the anchor institutions' procurement policies. Richmond, California reached out to UC Berkeley's Center for Cities and Schools to bring the Y-PLAN (Youth-Plan-Learn-Act, Now!) civic engagement and educational strategy to Richmond, to engage low-income youth and city leaders and staff in civic processes and community development projects.⁷⁴ Additionally, organizations like Democracy Collaborative are working with cities and anchor institutions, and publishing case studies, resources and insights.⁷⁵

Local: (Roxbury) Commonwealth Kitchen is a local best practice in accelerating new local businesses and skill transformation. Anchor institutions can partner with this kind of local initiative to build on what works, and build trust with the community.

International: "Universidad Católica Silva Henríquez in Santiago, Chile provides a number of community services

through government partnerships and community projects. The University works with high-need municipalities in its area, matching students with municipalities through formal partnerships. As part of their academic experience, students participate in projects to meet local planning and policy needs. Several academic departments offer outreach that provides students with valuable experience while also offering needed services to the community. The University's Extension and Service Center extends this anchor's impact far beyond the immediate area, targeting areas around the country in need of university resources."⁷⁶

International: Réseau des Jardins de Cocagne, France is a model for potential re-entry programs that an anchor institution could champion and lead. This social integration enterprise trains marginalized and long-term unemployed individuals to produce high-value, organic agricultural products and organizes them into local "Cocagne Gardens." These gardens are organizations that market their packaged products to conscientious consumers, who in turn commit to buying their products every week. There are over 100 Cocagne Gardens across France. Each Cocagne Garden employs 20 gardeners and has a team of five staff, including a social worker. A gardener can work and live on garden for up to two years. Nearly 50 percent of gardeners have experienced positive exits, among which 17 percent have found a stable job.

Founder Jean-Guy Henckel was one of the pioneers in the field of social integration, and one of the first entrepreneurs in France to create social integration enterprises in the 1970s—aimed at empowering and integrating marginalized individuals both socially and professionally, and reflecting a sharp departure from traditional social work. Formally recognized in 1998, 20 years after the first pilot site, Henckel's model has helped to create a legal framework for the development of social integration enterprises.

Conclusion

Boston can build on existing programs that address the relationship of anchor institutions with the city by developing a comprehensive strategy to serve as a link between these institutions and low-income and underserved communities. The City can use these recommendations, examples and suggested resources to set priority goals and impact measures for all anchor institutions, reward initiatives that introduce a new approach or have proven results, and co-create new actions with committed anchor institutions, leading social innovators and other partners.

A FINAL WORD

From its inception, the Transatlantic Policy Lab has employed a people-centric approach to unearth policies that promote fair inclusion, or equity, in cities on both sides of the Atlantic. This report summarizes the lab's process and details several novel recommendations that advance the City of Boston's Equity Agenda and feed directly into the Resilience Strategy, which will be released to the public in October 2016. Looking ahead, the lab will conduct a second weeklong lab in Athens, Greece, from June 26 to July 1, 2016, during which the lab's participants will examine policy solutions targeting job creation, entrepreneurship and placemaking from an equity perspective. In Athens, participants will apply the same tested and results-driven approach used in Boston to generate neighborhood-specific policy recommendations. The project will culminate with the publication of a set of trans-Atlantic lessons drawn from the lab's experience in Boston and Athens. The trans-Atlantic nature of the lab will, therefore, provide not only city-level recommendations, but also promote the open exchange of best practices on both sides of the Atlantic aimed at narrowing the equity gap.

TRANSATLANTIC POLICY LAB PARTNERS

BertelsmannFoundation

The Bertelsmann Foundation develops, creates and implements its own projects and programs. It serves as a “Center for European Excellence” and — more broadly — as an international window in the US capital, providing a showcase for global best practices and a venue for thought leaders to exchange ideas for confronting society’s greatest challenges. The Foundation’s international work focuses on the trans-Atlantic partnership and the new foreign policy challenges that that alliance faces.



STRENGTHENING TRANSATLANTIC COOPERATION

The German Marshall Fund of the United States (GMF) strengthens transatlantic cooperation on regional, national and global challenges and opportunities in the spirit of the Marshall Plan. GMF contributes research and analysis and convenes leaders on trans-Atlantic issues relevant to policymakers. GMF offers rising leaders opportunities to develop their skills and networks through trans-Atlantic exchange, and supports civil society in the Balkans and Black Sea regions by fostering democratic initiatives, rule of law and regional cooperation.



The Open Society Foundations work to build vibrant and tolerant democracies whose governments are accountable to their citizens. Working with local communities in more than 100 countries, the Open Society Foundations support justice and human rights, freedom of expression and access to public health and education.



100 Resilient Cities (100RC) - Pioneered by the Rockefeller Foundation, 100RC is dedicated to helping cities around the world become more resilient to the physical, social and economic challenges that are a growing part of the 21st century. 100RC supports the adoption and incorporation of a view of resilience that includes not just the shocks — earthquakes, fires, floods, etc. — but also the stresses that weaken the fabric of a city on a day to day or cyclical basis. By addressing both the shocks and the stresses, a city becomes more able to respond to adverse events, and is overall better able to deliver basic functions in both good times and bad, to all populations.



CITY OF BOSTON
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The City of Boston’s partnership with 100 Resilient Cities (100RC) focuses on social and economic resilience in a city affected by historic and persistent divisions of race and class, along with a clear eye toward potential shocks the city may be exposed to. In December 2014, Boston was selected

as one of 35 cities from around the world to join the 100RC Network, which supplies its member cities with tools, funding, technical expertise and other resources to build resilience to the challenges of the 21st century.



The Roxbury Innovation Center is a civic experiment that supports local economic development by encouraging innovation and entrepreneurship. The Venture Café Foundation runs the Roxbury Innovation Center as a mission-driven not-for-profit gathering and event space. The space is positioned as a platform: a local space that will be available for many groups to provide programs that support innovators, entrepreneurs and business founders.



Diversitydatakids.org is a research project dedicated to analyzing the state of diversity, equity and opportunity among U.S. children, as well as the capacity and effectiveness of public policies and programs to serve children of all racial/ethnic groups and reduce inequities. The website, diversitydatakids.org, provides an interface for users to access an extensive state-of-the-art database of population-level indicators of child well-being and equity by race/ethnicity, analysis and dissemination products. Indicators span multiple domains (education, housing, health, etc.), up to seven geographies (from nation to neighborhood) and various time periods. The project’s ultimate goal is to bring this comprehensive, equity-focused information system to bear on the policy decisions and practices of key stakeholders. Diversitydatakids.org is funded by the Robert Wood Johnson Foundation and the W.K. Kellogg Foundation, and is housed at the Institute for Child, Youth and Family Policy at Brandeis University’s Heller School for Social Policy and Management.

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