



Incentives Compliance Roundtable: Integrating Equity into Incentive Metrics

November 9, 2021



Smart Incentives Roundtable on Equity in Economic Development



Introduction

◆ Center for Budget Equity & Innovation

- Launched in October 2021
- *Bloomberg Philanthropies/What Works Cities* – City Budgeting for Equity and Recovery Initiative (CBER)
- National Resource Network

◆ Recent Publications

- Equitable Recovery in Practice, GFR
- Equity in Capital Improvement Planning Processes, CBER
- Change Management in Equity Implementation, CBER (*Coming soon*)

◆ Economic Development Engagements

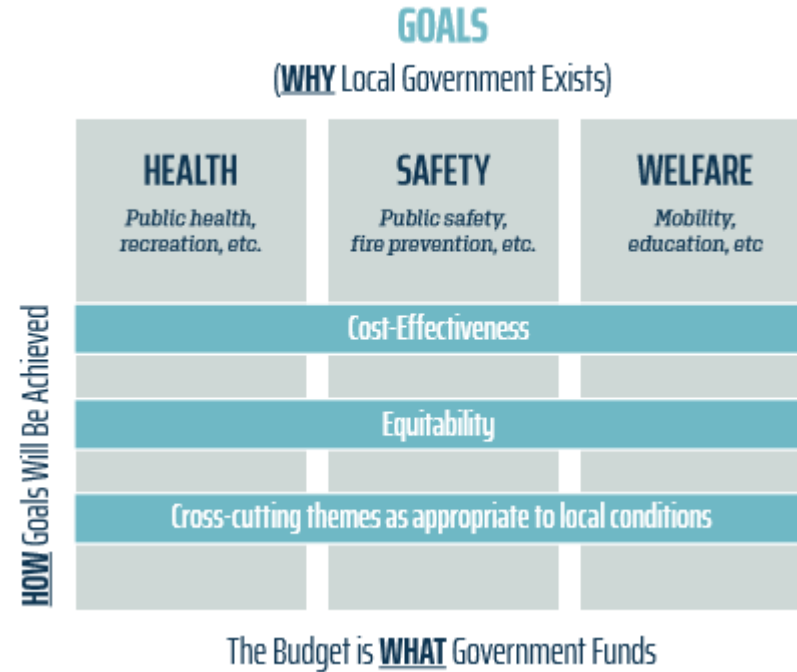
- Incentives Evaluation, State of Oklahoma
- Tax Policy Evaluation, State of New Mexico
- COVID-19 Relief Program, City of Lincoln (NE)





Budgeting for Equity: What is it?

- ◆ **Budgeting for equity is not anti-growth**
 - Economic growth and recovery is needed to create the jobs and opportunity fundamental for all to succeed
- ◆ **Budgeting for equity is not a zero-sum game**
 - Equitable outcomes can provide for a higher overall quality of life and healthier communities for everyone
- ◆ **Budgeting for equity is not just about race**
 - Race matters, but there are many equity dimensions that will vary across communities and impact thoughtful governmental budgeting, for example: income and wealth, language, ethnicity and culture, gender, education, age, and more



As a best practice, GFOA strongly recommends tying budget planning to an overall strategic plan

- The example shown includes equitability as a cross-cutting outcome to be achieved
- A key goal is to avoid either/or thinking and encourage both/and thinking (e.g. San Antonio road maintenance plan)



Applying an Equity Perspective to Budgeting

Creating a budget development process and strategy to contribute to the reversal of historical disparities for the benefit of all residents and constituents

Intentionally prioritizing investment that will provide for more equitable program and service delivery through strategic resource allocation

- ◆ Aligning department appropriations to produce equitable outcomes
 - Combining zero-based, outcome-based, and performance-based budgeting concepts
- ◆ Allocating resources to mitigate barriers to accessing critical services and economic opportunities
- ◆ Capital investment in equitable priorities and Community Benefit Agreements
- ◆ Evaluating tax policy and revenue generating options using an equity framework
- ◆ Using disaggregated data to better inform decision-making and resource allocation
- ◆ Tracking alignment and overall efficacy at the programmatic and government-wide level, using equity metrics
- ◆ Formalizing equity budgeting policies, processes, procedures, and guidelines



Considering Equity in Economic Development

- Audit current programs for ROI and potential for further evaluation
 - Are these programs achieving the intended goals?
- Evaluate existing economic incentives for efficiency and efficacy
 - What data is being collected/utilized? How granular is the data (e.g., disaggregated by demographics)?
- Identify barriers of access for small, women, and minority-owned businesses
 - Create programs, policy changes, to mitigate/support capacity building (i.e. grants, technical assistance, etc.)
- Revamp data collection to focus on equitable priorities
- Develop an *Equitable* Return on Investment (eROI) formula that considers non-monetary returns on potential incentives
 - Create an equity index to evaluate progress over time
- Consider how to invest in the systems and infrastructure that drive economic development through an equitable lens
 - Example areas include digital divide, education, mobility, and workforce development

CASE STUDY: City of St. Louis

- **How might you incentivize development without sacrificing equity?**
 - Typically, property tax abatements are designed with “straight” financial ROI in mind
- **Prioritizing equity while maintaining returns**
 - Using market indicators (median home prices, resident income, etc.) the City defines seven market types, and matches an abatement term and maximum abated value to each. Terms range from five years at 50% of market value in strong markets, to 10 years at 100% of market value, or 15 years at 50% of market value in the weakest markets – with no abatements at all in the strongest markets.



Data Disaggregation & GIS Applications

Analysis Tools

GIS Mapping¹

- **GIS Mapping** – use to further demonstrate existing and changing disparities geographically
- Track capital (and/or operating) investments over time with demographic overlays showing progress towards reversing historical disparities/closing gaps
- Show revenue evaluations (for new, proposed revenue generating options) and economic and equity impact analyses, spatially

Data Disaggregation²

- Disaggregate data by race/class and display in smaller geographical areas (census tracts, zip codes, districts, etc.).

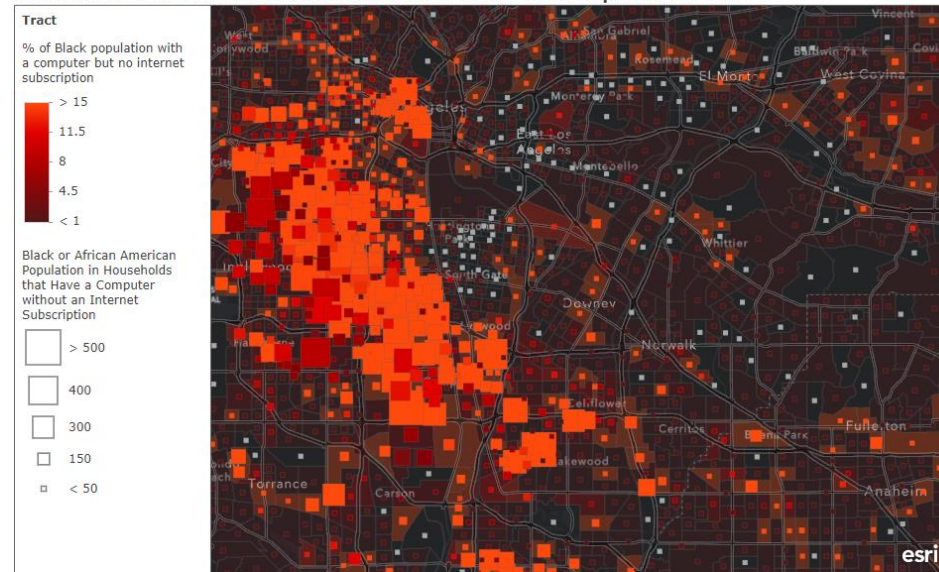
Planning and Evaluation

- Tool can better inform planning and resource allocation
- Allows for better tracking of progress and impact

EXAMPLE: GIS and Revenue Impact

- Historical disparities in property assessments: over-assessed lower valued properties in lower-income neighborhoods, creating an inequitable revenue stream³
- Further burdens lower-income households whom have less discretionary income to contribute

Where do Black or African Americans not have an internet subscription at home?



This map highlights areas across the entire US where the Black/African American population does not have an internet subscription in their household. This is shown by states, counties, and tracts. The data comes from the most recent release of ACS.

County of Los Angeles, Esri, HERE, Garmin, SafeGraph, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, USDA | County of Los Angeles, Esri, HERE, Garmin, SafeGraph, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, USDA | County of Los Angeles, Esri, HERE, Garmin, SafeGraph, METI/NASA, USGS, Bureau of Land Management, EPA, NPS, USDA

Opinion

How Lower-Income Americans Get Cheated on Property Taxes

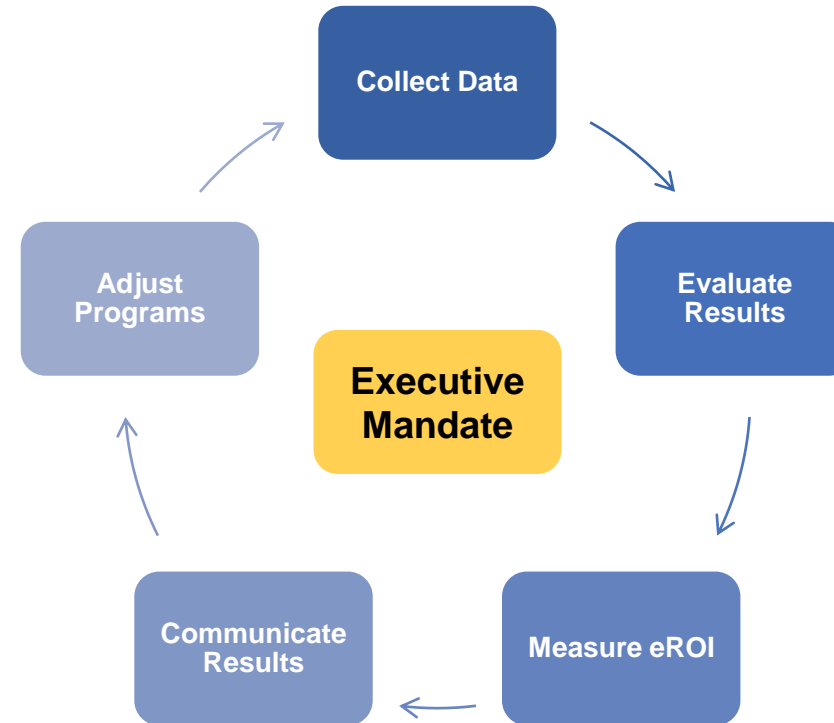
Many homeowners are paying a total of billions of dollars extra because of inequities in assessing property values.



Making Progress Sustainable

- ◆ Establish permanent funding for your programs and priorities
 - S/W/MBE Fund (Durham, NC)
 - Housing Trust Fund (Philadelphia, PA)
- ◆ Implement a continuous improvement process for any programs and incentives
 - “Flywheel” Concept
- ◆ Seek alignment across the organization, *ideally* following a mandate from leadership
 - Executive Mandate
 - Legislative Mandate
 - City Management Memo

Building an “Equity Flywheel”





Resources

◆ PFM Center for Budget Equity and Innovation

- https://www.pfm.com/docs/default-source/consulting/pfm-s-center-for-budget-equity-and-innovation-1pgr.pdf?sfvrsn=8ba2db7a_2

◆ Equitable Recovery in Practice, GFOA Government Finance Review Article, Michael Nadol and Matt Stitt

- <https://www.gfoa.org/materials/equitable-recovery-gfr04211111>

◆ Equity in Capital Improvement Planning Processes

- https://www.pfm.com/docs/default-source/default-document-library/cber_equity-in-capital-improvement-planning-processes.pdf?sfvrsn=cc1d3658_0

◆ The Basics of Equity in Budgeting, GFOA Government Finance Review Article, Shayne Kavanagh and Jake Kowalski

- <https://www.gfoa.org/materials/gfr-equity-in-budgeting-2-21>

◆ Reflecting Community Priorities In Economic Development Practices, Smart Incentives, Darrene Hackler and Ellen Harpel

- <https://smartincentives.org/reflecting-community-priorities-in-economic-development-practices-2/>

◆ National Equity Atlas: National Equity Atlas indicators track how communities are doing on key measures of inclusive prosperity in categories of demographics, economic vitality, readiness, connectedness, and economic benefits

- <https://nationalequityatlas.org/>




Performance Improvement for Government and Non-Profits



Incentives Compliance Roundtable: Integrating Equity into Incentive Metrics

Tuesday November 9th 2021

Who are we?

Clear Impact provides  performance management software, training and services to help government agencies, non-profits and foundations track the performance of their programs, measure the impact of their funding, and report on the progress of their missions to improve the lives of children, families and communities worldwide.



Social & Government Sector Partners

Foundations



Altria



THE ANNIE E. CASEY
FOUNDATION



United Way
of Central Iowa

Mile High United Way

HIGHERLIFE
FOUNDATION

COMMUNITY FOUNDATION
of Greater Dubuque

Non-Profits

PolicyLink



National Association
of Workforce Boards



LIVING CITIES

INNOVATE • INVEST • LEAD



ARACY



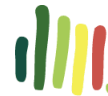
Federal Government



FEMA



HRSA



PROMISE NEIGHBORHOODS INSTITUTE
AT POLICYLINK

State Government



Office of Children
and Family Services



NEW MEXICO
DEPARTMENT OF
HEALTH



Local Government



Seattle Office of
Economic Development



COUNTY OF LOS ANGELES
Public Health



THE CITY OF
DUBUQUE
Masterpiece on the Mississippi

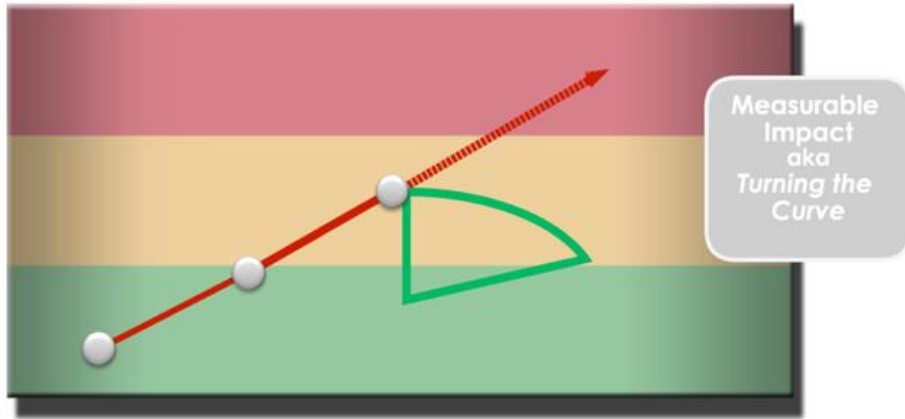


Three critical guiding questions:

- **Who benefits?**
- **Who pays?**
- **Who decides?**



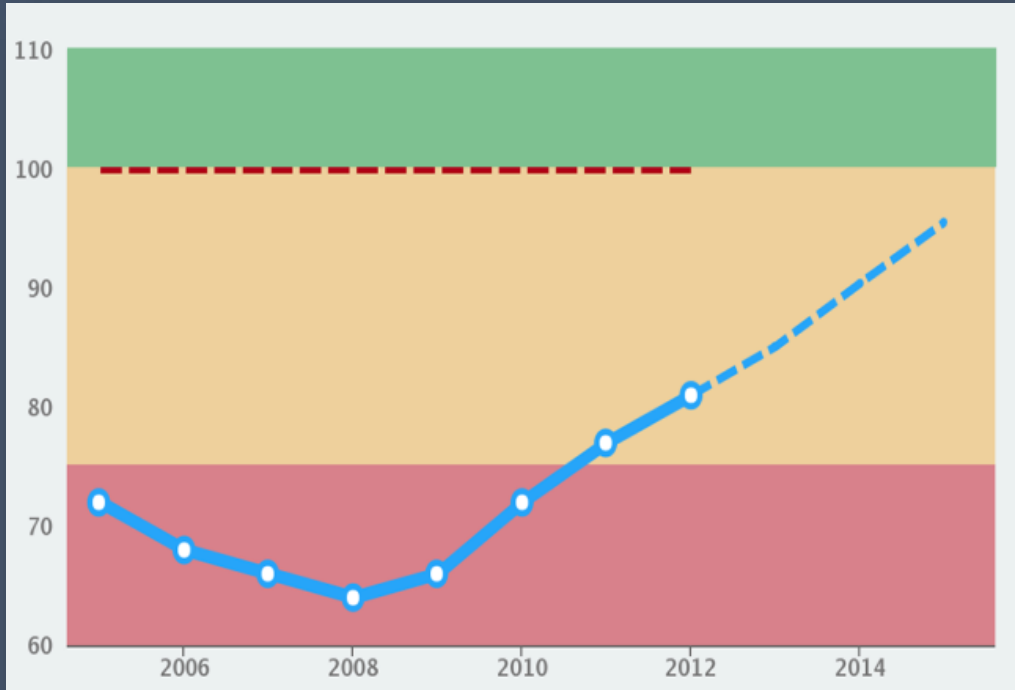
Results-Based Accountability



- **Disciplined** way of thinking
- **Improve quality of life**
- **Improve program performance**
- **Get from talk to action quickly**



The Basics of Results-Based Accountability



2 Kinds of Accountability

Population and Performance



3 Kinds of Performance Measures

How Much, How Well, Better Off



5 Core Questions to Turn the Curve

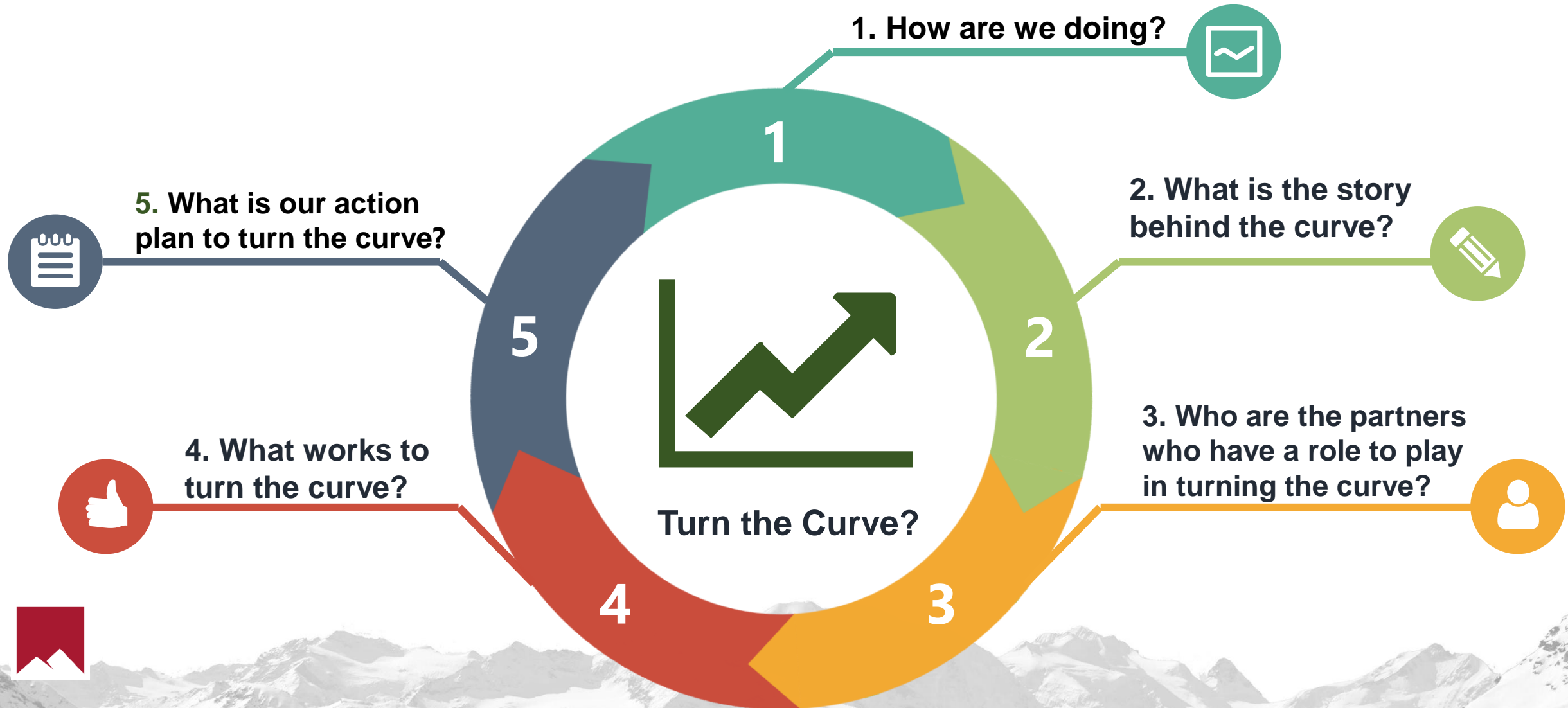
Baseline, Story Behind the Curve, Partners, What Works, Action Plan

Used by communities to improve quality of life and by organizations to improve program performance

Equitable Incentive Metrics



Turn the Curve Thinking



The Transformation Needed

- From race-blind to **race-conscious**
- From trickle-down to “**trickle-up**” **community wealth generation**
- From trophy projects to **neighborhoods connected to the regional economy**
- From costly business attraction to **growing from within**
- From any jobs to **quality jobs for workers without BAs**
- From GDP growth to **rising living standards for lower-wealth residents**
- From closed-door dealmaking to **public accountability**





Thank you

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WISCONSIN ECONOMIC
DEVELOPMENT CORPORATION



Cultivation of Inclusive Data



WISCONSIN ECONOMIC DEVELOPMENT CORPORATION

INCLUSIVE ECONOMY

Expand opportunities for more broadly shared prosperity, especially for those facing the greatest barriers to advancing their well-being.

EQUITABLE

- A. Upward mobility for all.
- B. Reduction of inequality.
- C. Equal access to public goods and ecosystem services.

PARTICIPATORY

- D. People are able to access and participate in markets as workers, consumers, and business owners.
- E. Market transparency and information symmetry.
- F. Widespread technology infrastructure for the betterment of all.

GROWING

- G. Increasing good job and work opportunity
- H. Improving material well-being.
- I. Economic transformation for the betterment of all.

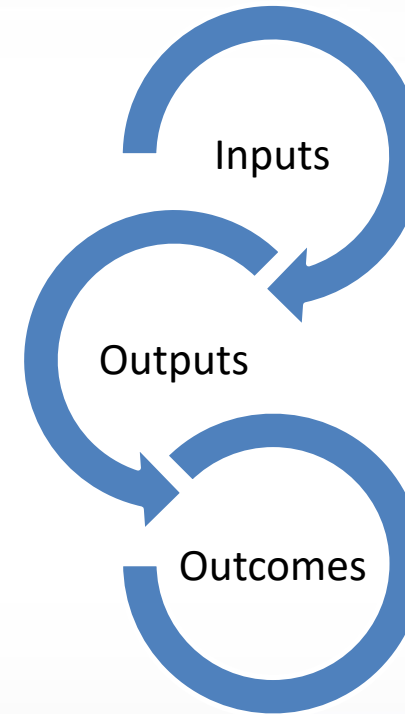
SUSTAINABLE

- J. Social and economic well-being is increasingly sustained over time.
- K. Greater investments in environmental health and reduced natural resource usage.
- L. Decision-making processes incorporate long-term costs.

STABLE

- M. Public and private confidence in the future and ability to predict outcome of economic decisions.
- N. Members of society are able to invest in their future.
- O. Economic resilience to shocks and stresses.

<https://www.rockefellerfoundation.org/report/inclusive-economies->



Economic Well-Being

Fuel Financial Stability

Protecting citizens from shocks that alter progress toward their long-term goals and creating a foundation for building wealth helps reinforce the financial actions that move people toward broader well-being.

Educate Everyone

Embracing continuous learning to prepare for the future of work is critical to realizing personal potential. Reducing inequalities of access to learning and training is essential to promote better educational and economic outcomes.

Support Healthy Living

Achieving better health outcomes improves productivity, increases individual earnings and enables individuals to enjoy a better quality of life. Reducing health disparities in quality and access is key to overall economic growth.

Reinforce Community Infrastructure

Supporting people with the essentials – including housing; schools; libraries; arts; recreation; and the connections we all need to live, learn and work, including buildings, roads, and broadband – defines the “quality of life” that Wisconsin often claims, but which some communities continue to struggle to find.

Respect the Environment

Avoiding pollutants, assuring clean water and intentionally clearing unsafe conditions makes good business sense as our resources fuel global leadership in key industries. It also means that all Wisconsinites can continue to access the benefits of the outdoors, which is vital to our state and its citizens.



MEASURABLE IMPACT FY20

WEDC and our partners



COMMUNITIES
ASSISTED

152



TOTAL FINANCIAL
AWARDS

\$271M



BUSINESSES
ASSISTED

3,339



LEVERAGE
RATIO

12:1



DIRECT
JOBS

11,424



TOTAL CAPITAL
INVESTMENT

\$1.0B



WISCONSIN ECONOMIC
DEVELOPMENT CORPORATION

Measure Classification

Output: does this measure help tell the story of the project. (Participants, Direct Products, Activities)

A. For early-stage companies we track, Job Creation and Job Retention, Leverage and Sales. We define the project as company performance, and thus to tell their stories we discuss their growth.

Outcome: Level of performance or achievement that occurred due to the project. (Short to Long Term Horizon – Changes in Knowledge, Action Conditions)

A. This could be expected or as part of a performance-based award, such as an attraction tax credit where the recipient is paid based on the number of jobs created or by % of payroll. (the earnings-basis of the award)

B. Increase the percentage of minority owned businesses who own real estate versus rent in an area, so that it matches those of white owned businesses.



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DEVELOPMENT CORPORATION

Inclusive Lens

Baseline: information employed to compare to other data collected after. It is the current state assessment.

- A. Internal: WEDC went back to 2017 and systematized business ownership information to have a better idea of what types of business owners they have been currently serving.
- B. External: Increase the access to capital for diverse-owned businesses through diverse business chambers

Benchmark: Enriches data by comparing the changes in data with that of similar peers.

- A. Internal: Wisconsin is often compared to its neighbors
- B. External: Diverse-owned business ownership levels in a regional economy as compared to a neighboring economy



Data Sources

- 1. Business Labor Statistics**
 - A. Longitudinal Employer-Household Dynamics**
 - a. Origin – Destination employment statistics**
 - b. Veteran Outcomes Experimental Data**
 - B. Quarterly Census of Employment and Wages**
- 2. American Community Survey**
- 3. US Bureau of Economic Analysis**
- 4. Asset Limited, Income Constrained, Employed (ALICE)**
- 5. GIS Planning and GIS Webtech**
- 6. Census Bureau on the Map**

Inclusion & Equity – Harnessing Data

- **Data collection, use and evaluation**
 - Outputs and outcomes that feed into the greater strategy for your firm and partners.
 - Incorporate inclusion and equity lens into your process, not just at the programmatic level but at the agency level. (Internal versus External measures)
 - Track and communicate results.
 - Big outcome change may need multiple avenues (more than one program, agency, partner, and a longer time frame)



Thank You

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Incentives Roundtable: Integrating Equity into Incentive Metrics

Edwin Hodder, Senior Economic Analyst

DEED's Mission

- To empower the growth of the Minnesota economy for everyone.

Context

- As we begin the road to an inclusive economic recovery from COVID-19 in Minnesota, setting goals and measuring results are more important than ever before. In 2020-21, our economy faces even steeper challenges as we recover from the economic challenges brought on by the pandemic.
- We know that the effects of COVID-19 have been uneven across our state. While some sectors of our economy – like hospitality – are devastated, others – like manufacturing or health care – can't hire people fast enough.

Context

- Black, Indigenous and People of Color (BIPOC) Minnesota workers, people with disabilities, and those in lower-wage jobs have suffered far greater than other Minnesotans.
- Over the past year, 57% of the state's Unemployment Insurance claims were from people making less than the statewide median average, and Black Minnesotans had a 67% chance of filing for unemployment. There is also an overrepresentation of BIPOC Minnesotans in the industries that have been impacted deeply by COVID-19, like the hospitality industry, caused by deep systemic deficiencies that have resulted in the uneven impacts of COVID-19.

DEED's Top Goal in 2021-22

- To drive an economic comeback from COVID-19 pandemic, focused on people and businesses who face systemic barriers to growth.

DEED Equity Goals

- One of DEED's department-wide objectives in its strategic plan is to “reduce the disparities faced by populations with barriers to employment.” To get there, the agency has created annual equity goals for every program area across DEED, focused on reducing disparities based on 1) race, 2) ability level, or 3) geography.

DEED Equity Goals

Examples of how DEED's economic development programs measure progress:

- Increase the number of loans to Indigenous business and to emerging entrepreneurs BIPOC-owned businesses by 10% in two loan programs that focus on those two businesses.
- Ensure at least 50% of Launch Minnesota Innovation Grants in 2021 go to start-up founders representing women, BIPOC, Greater MN and veterans.
- Strengthen communications with grantees by hosting quarterly meetings to discuss challenges and best practices and to provide technical assistance sessions on various fiscal and program challenges.

COVID-19 Emergency Business Assistance Programs

The Minnesota Legislature created several emergency business assistance programs to assist businesses during the COVID-19 pandemic.

- Small Business Emergency Loan Program* - This \$27.2 million program was available to small businesses with eligible places of public accommodation closed by executive order.
- MN Small Business Loan Guarantee Program - This program will enable a small business to obtain a term loan when it could not otherwise qualify for a loan.
- MN Small Business Relief Program* - This \$61.5 million program made grants to Minnesota owned and operated businesses that demonstrate financial hardship because of COVID-19.
[Minnesota Small Business Relief Grant Funding Map 2020 / Minnesota Department of Employment and Economic Development \(mn.gov\)](#)
- MN Cultural Mall Operator Grant Awards* - This \$3 million program will make grants up to \$300,000 to Minnesota-based operators (not tenants) of privately owned, permanent indoor retail space and food markets that have an ethnic cultural emphasis.

COVID-19 Emergency Business Assistance Programs

- MN Convention Center Relief - This \$4.6 million program was established to provide economic relief for convention centers adversely affected by the COVID-19 pandemic.
- MN Movie Theater Relief Grant Program - This \$8.6 million program was established to provide economic relief for movie theaters adversely affected by the COVID-19 pandemic.
- County Relief Program – This \$114.8 million program was established for counties to make grants to eligible struggling businesses and nonprofits. There were 11,130 grants provided by counties for a total grant amount of \$113.2 million in addition to administration fees of \$1.8 million for a total program amount of \$115.0 million to businesses and non-profits adversely impacted by COVID-19.

COVID-19 Emergency Business Assistance Programs

- MN Main Street COVID Relief Grants* - This \$62.4 million program will make available \$10,000-\$25,000 grants to Minnesotan owned and operated businesses that can demonstrate financial hardship because of the COVID-19 outbreak.
- MN Main Street Economic Revitalization Program* - This new \$80 million statewide economic redevelopment program, distributed through two rounds of applications, will award grants to partner organizations to establish programs within specific communities that will, in turn, fund economic development and redevelopment projects. That includes hardship suffered due to the pandemic, civil unrest, and other challenges our commercial corridors since that date.

DEED Business Financing Programs

- MN Investment Fund** - The Minnesota Investment Fund provides financing to help companies expand, add workers, and retain high-quality jobs. It is funded at \$12 million for SFY2021.
- MN Job Creation Fund - Provides up to \$1 million after specified job creation and capital investment goals are achieved. It is funded at \$8 million for SFY2021.
- Emerging Entrepreneur Program* - Provides loan capital for businesses that are owned and operated by minorities, low-income persons, women, veterans and/or persons with disabilities. It is funded at \$1 million for SFY2021.
- Launch MN* - Designed in consultation with legislators from both parties, and alongside dozens of private sector leaders, the program exists to help grow Minnesota's startup ecosystem. It is funded at \$1.5 million for SFY2021.

DEED Business Financing Programs

- Indian Business Loan Program* - Supports Indian-owned businesses and promotes economic opportunities for Indian people statewide. It is funded at \$120,000 for SFY2021.
- Reservist and Veterans Loan Program* - For companies with employees called to active duty and veterans returning from active duty. It was funded at \$116,000 for SFY2020.

Note: *Indicates business assistance program that targets under-represented groups including minorities (BIPOC), low-income persons, women, veterans and/or persons with disabilities.

Note: **In general, DEED is working to address disparities and achieve economic equity for all Minnesotans by identifying and breaking down barriers to employment and business opportunities. Data on populations served are valuable for program development and policy decisions. Currently no data on businesses who represent target populations groups - such as communities of color, individuals with disabilities, Veterans, or women - is available.

Challenges

- Data Collection – demographics, geography, and race
- Legacy Reporting Systems - [Percent of Business Subsidy that Reached Their Goals / Minnesota Department of Employment and Economic Development \(mn.gov\)](#) and [Number of Part-time and Full-time Jobs within Separate Bands of Wage for the State and by Development Region / Minnesota Department of Employment and Economic Development \(mn.gov\)](#)

Questions?

Questions

Resource and Contact Information:

DEED's Business Financing Programs - <https://mn.gov/deed/business/financing-business/deed-programs/>

COVID-19 Emergency Business Assistance Programs - <https://mn.gov/deed/business/financing-business/deed-programs/emergency-programs/>

DEED's Program Business Assistance Reports to the Legislature - <https://mn.gov/deed/government/business-subsidy/legislative-reports/>

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Incentives Compliance Roundtable: Integrating Equity into Incentive Metrics

Andy Reed , Tax Incentives Program Manager,
Prosper Portland



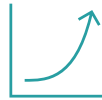
Create Access to Quality Jobs



**Inclusive
Job Creation**



**Business
Competitiveness**



**Financial Return
& Local Investment**

50+ Programs, Projects and Initiatives

Enterprise Zone

Portland Means Progress

Athletic & Outdoor

Technology & Media

Metals & Machinery

Green Cities

Portland Film Office

International Engagement

Partnerships & Relationships

2021/22: Using Results Based Accountability to Align Projects, Programs, and Initiatives

Outputs:

- # of Businesses receiving Technical Assistance related to growth or inclusion
- # of Portland Traded Sector companies gaining access to new markets
- # of companies + employees participating in a PBAs or a public pledge that aligns with Prosper Portland strategic inclusion goals



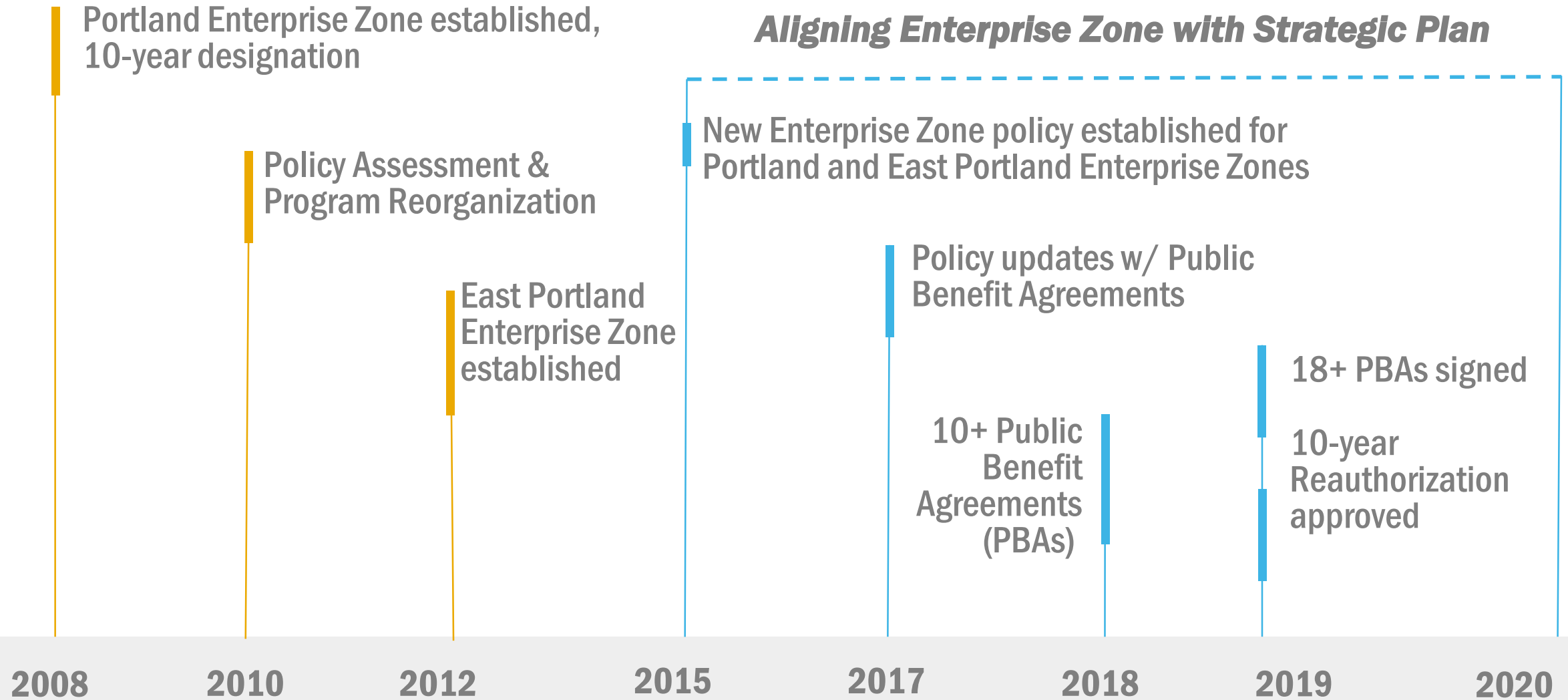
Aligning around Growth and Inclusion Cont.

Outcomes:

- % of respondents reporting that they achieved business growth goals
- # of businesses reporting gaining skills or knowledge that will improve their inclusive practices
- Cumulative spend at local BIPOC-owned businesses by Portland Means Progress businesses since its launch in 2019
- # of jobs resulting from traded sector business relocations and expansions



Enterprise Zone (E-Zone) Tax Incentive Public Benefits



E-Zone Economic Development Value Proposition



5-year average forgone Property Tax Revenue: \$1.7 million City General Fund (Total= \$8.7M)
Cost Per Job: \$708 (a decrease from \$2,486 in 2019 with more jobs created)

In return for forgone revenue, over 5 years:

2,462 New living wage full time jobs; (10% increase required, 30% increase realized)	2.2% Business Tax on applicable revenue	\$50.9M Income tax to the State of Oregon	\$3.75M Workforce Training & Business Development Fund	\$496M Procurement w/in City of Portland
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Public benefit agreements with **100+ engagements each year**
Estimated ‘payback’ of forgone revenue = **5 years after abatement expires**

Portland Means Progress Public Pledge

Human Capital

The next wave of workers in Portland will be more diverse than ever before, and yet, many of our best and brightest do not have access to the opportunities needed to carve their own path forward.

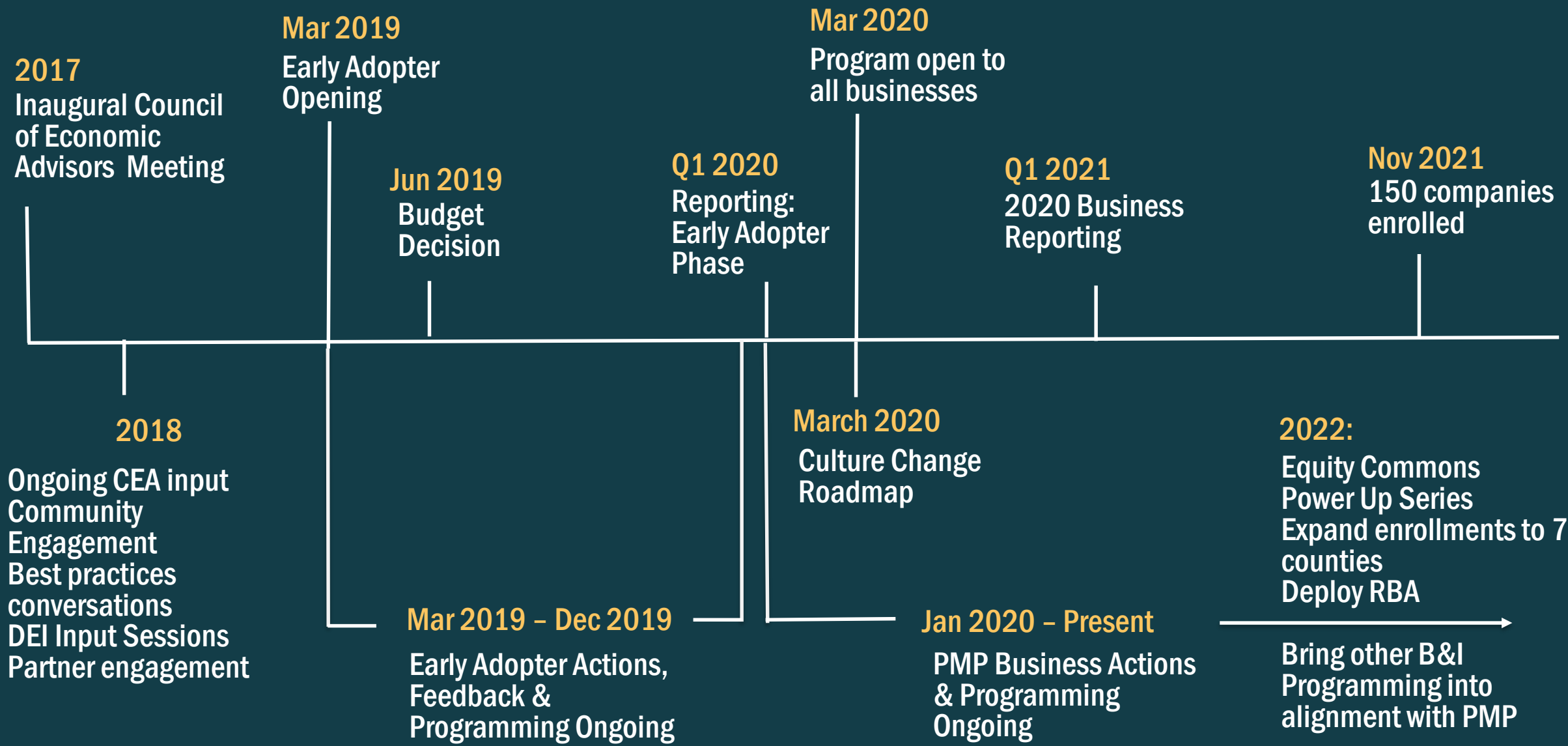
Equitable Business Growth

In 2016, the median wealth of white households nationwide was \$171,000. That's 10 times the wealth of black households at \$17,100.

Culture Change: Inclusion

Support for underrepresented small businesses and a diverse workforce will fall flat if we don't also take a hard look at our internal workplace culture.

Portland Means Progress Timeline



Portland Means Progress is a citywide initiative that supports businesses to act and be accountable to the following commitments:

Step

1

Step

2

Take at least one of the following actions

Wages

pay at least
\$15/hour



Work
Experience



Intentional
Purchasing



Culture
Change



**Work
Experience**



How well
did we do?

Of the Portland Means Progress businesses engaged in Work Experience:

77%

implemented formal onboarding for all new employees

53%

provided ongoing training to support the professional development of employees of color

29%

offered mentorship programs for employees of color

50%

embedded transparent, strategic processes for hiring People of Color





Intentional Purchasing



How well did we do?

Businesses that implemented at least 3 intentional spending policies were more likely to spend a higher percentage of total expenditures at businesses owned by People of Color.



Of the Portland Means Progress businesses engaged in Intentional Purchasing:

64% 44%

Built relationships that resulted in ongoing purchasing with businesses owned by People of Color

Implemented policies that give preference to local businesses owned by People of Color



**Culture
Change**



How well did we do?

Portland Means Progress Businesses

- Businesses with more than 100 employees were especially likely to implement culture change policies, practices, and actions.
- Minority-owned businesses had more diverse employees and were more likely to track representation among leadership and management.
- Early adopter businesses were more likely to implement accountability goals, employee resource groups, opportunities to provide feedback, and a designated DEI team.



Of the Portland Means Progress businesses engaged in Culture Change:

79%

Provided trainings for employees on diversity, equity & inclusion (DEI) topics

71%

Designated an individual or team as responsible for DEI efforts

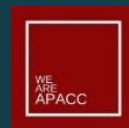
56%

Actively engaged their leadership in tracking progress on the business's DEI plan

100

Businesses with more than 100 employees were especially likely to implement culture change policies, practices & actions

Portland Means Progress Partners



OREGON NATIVE
AMERICAN CHAMBER

