

APPENDICES

APPENDIX A: AEZ Priorities and Strategies

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APPENDIX A

ATLANTA EMPOWERMENT ZONE STATEMENT OF THEMES, PRIORITIES AND STRATEGIES

(Adopted by the Community Empowerment Board, 1994)

I. EXPANDING EMPLOYMENT AND INVESTMENT OPPORTUNITIES

Priority #1 – Increase the number of meaningful jobs and community-based businesses.

Strategies:

A. Use and expand Zone business incentives (tax credits and financing) by marketing them to new and existing businesses in the Zone

- i. Target service/retail and manufacturing jobs, plus technology jobs
- ii. Attract meaningful jobs “consistent with Davis-Bacon standards” and market trainee programs using tax credits
- iii. Target home-based cottage, “cut & sew” and micro-business start-ups (waive restrictions on home-based businesses and reduce zoning/permitting requirements)

B. Develop vacant buildings and parcels through Community Development Corporations (CDCs)

C. Stimulate the manufacturing of housing, i.e. “niche strategies,” in solar and other technologies

D. Develop employment strategies for single female heads of households, through a “Female Power Demonstration” and partner with mentors, sponsors and joint ventures

E. Make grants for code improvements and façade improvements

Program components should also include:

- Creation of cooperative economic development, i.e., worker-owned businesses, cooperative stores, incubator businesses in shared space, and cooperative housing development

- Entrepreneurship programs for public housing that focus on business opportunity

Priority #2 – Increase control of financial resources at the grassroots level and provide community-based boards to monitor/implement programs.

Strategies:

- A. Create SBICs to provide small businesses with equity, and use SSBG funds to capitalize CDCs
- B. Establish credit unions and offer credit counseling
- C. Recruit branch banks by increasing bank accounts, especially in public housing, through initiatives such as Carver Program, Children’s Programs and the “Managing Money” Program
- D. Get community leaders from Zone involved on boards
- E. Nominate CDCs for federal tax credit

Program components should also include:

- User-friendly loans and grants with terms that reflect the business needs of the community; and technical assistance to business applying for the loans and grants
- Credit unions in the neighborhoods owned and managed by resident shareholders

Priority #3 – Establish a federation of Community Development Corporations, with special emphasis on the development of Youth Community Development Corporations.

Strategies:

- A. Establish youth development and training programs, e.g. Vocations/”YCDC”

B. Create “mentoring” programs, e.g., Big Brother, JA Models, construction programs, Metric, Carver High School, Project Development, UJAMAA Urban Village, Youth Build

C. Hire youth for Zone jobs

Program components should also include:

- Sufficient number of Youth CDCs to fill the Zone

Priority #4 – Utilize and expand revolving loan funds.

Strategies:

- A. Utilize and expand existing revolving loan fund programs, form bond pools and use SSBG funds to create additional sources
- B. Relax lending criteria; make loans “user friendly” and set up credit education programs
- C. Establish a revolving business loan fund program for the Empowerment Zone and “linkage” communities
- D. Leverage all resources coming to the Zone and match loans and grants
- E. Establish an SBIC equity pool to help new businesses
- F. Increase branch banks through initiatives, e.g., Market Smart
- G. Bank federal money in Zone

Priority #5 – Provide job training for Zone residents.

Strategies:

- A. Establish a Transportation Service Corporation to get people to jobs in Zone

- B. Use STEP model to access day care, transportation and skills
- i. Provide motivation to establish goals of 50 percent-plus placements
 - ii. Set specific criteria
 - iii. Have computer information available

Note: PIC/DOL approach doesn't satisfy

Program components should also include:

- Neighborhood-based employment opportunities for community residents trained in construction development trades and professions and post-construction white-collar employment
- Commitment to on-the-job training and jobs
- Business mentoring programs for relevant high schools in the Zone
- Entrepreneurial activities
- Matchup of training and jobs in areas of job growth

II. CREATING SAFE, LIVABLE COMMUNITIES

Priority #1 – Create and strengthen “auxiliary” police efforts consisting of citizens, e.g. neighborhood watch programs.

Strategies:

- A. Allow community organizations within the Zone to manage those efforts, with a focus on crime prevention, education and leadership
- B. Expand neighborhood watch programs to include youth patrols

Program components should also include:

- Sensitivity training for police officers
- Neighborhood awards for public safety officials
- Public Safety Advisory Board
- Undercover officers to stop drug use and supply in the Zone
- Transitional interdiction program
- Parental responsibility for and awareness of children's behavior

Priority #2 – Utilize existing facilities in the neighborhoods (schools, community centers, churches, etc. as conflict resolution centers.

Strategies:

- A. Establish a Conflict Resolution Board of certified trainers and trained residents to handle disputes
- B. Provide scholarships for training

Program components should also include:

- Parental responsibility for and awareness of children's behavior
- Meditation institutions in the community

Priority #3 – Improve neighborhood infrastructure, especially streets, street lighting and parks. Target more public funds, especially bond funds, to improve the infrastructure and park system.

Strategies:

- A. Develop distance standards for increased visibility
- B. Utilize more high-density lighting
- C. Undertake a street light “monitoring process”
- D. Improve upon the replacement of broken or inoperable street lights

Program components should also include:

- Provision of funds for lot infrastructure costs (i.e., curb cuts, sidewalks) and/or clean-up in order to reduce per-unit construction cost for new affordable housing within Zone
- Creation of community-directed neighborhood plans and priorities throughout the Zone

Priority #4 – Enhance environmental conditions throughout the Zone.

Strategies:

- A. Develop a residents Keep Your Community Clean program to include landscaping, etc.

- B. Control the spread of noxious industries and waste sites
- C. Clean up streams and reduce flooding conditions
- D. Establish an environmental training program for youth

Priority #5 – Increase participation of public safety officials in neighborhoods with citizens, including police, fire and corrections.

Strategies:

- A. Alert neighborhoods when resident offenders will be released into the community
- B. Place automated teller machines, community meeting rooms and other community services in fire stations
- C. Establish electronic linkages (computers, modems, faxes, etc.) between the NPU leadership and public safety officials to disseminate public safety information

III. LIFTING YOUTH AND FAMILIES OUT OF POVERTY

Priority #1 – Develop a comprehensive human-development program that focuses on the motivational, educational, moral, spiritual and physical development of male and female residents of all ages, with a special emphasis on support and development of Rites of Passage programs.

Note: Community residents should participate in program development/implementation.

Strategies:

- A. Implement the program through the use of existing facilities and structures, e.g., vacant public school buildings and community centers

B. Enlist participation of the religious community and religious educational institutions (e.g., Emory University, Morehouse College, ITC, etc.)

Program components should also include:

- Structured after-school activity
- Academic help for high-school dropouts
- Child care on site (also provides opportunity for care-giver jobs for teens)
- Culturally sensitive approach, e.g., Afro-centric rites-of-passage programs
- Mentorship programs for the young
- Family activities
- Homemaking skills
- Establishment of education programs in parenting for pregnant and young parents
- Development of appropriate linkages for transitioning welfare recipients to independence
- Temporary homes
- Job training and counseling for youth/adult offenders through a comprehensive one-stop approach to reduce recidivism, with a special focus on humane treatment and management
- Support services for ex-offenders, to assure greater success in transition and re-entry into the community as productive citizens
 - a. Include programs, e.g., youth leadership and development initiatives
 - b. Offer programs with a focus on the consequences of crime and its long-term impact, especially the effects of “two-strike” laws

Priority #2 – Reduce the number of drug and substance abusers through outcome-driven treatment and prevention programs.

Strategies:

A. Establish neighborhood-based treatment centers that offer a variety of methodologies, e.g., 12-step program, acupuncture, long-term residential care, etc.

B. Establish substance-abuse prevention programs at the neighborhood level, aimed at youth

C. Establish transitional programs that serve individuals who have completed substance-abuse treatment, and assist in their re-entry into the community (holistic approach)

Program components should also include:

- Youth violence reduction
- Housing for substance-abuse rehabilitation

Priority #3 – Streamline access and improve the human service delivery system by establishing one-stop shopping for human services.

Strategies:

A. Create human service centers at the neighborhood level that consolidate under one roof the services most requested by residents

B. Utilize existing institutions and agencies to provide actual assistance and referral

Program components should also include:

- Health care
- Centralized information

Priority #4 – Improve learning opportunities for Zone students.

Strategies:

A. Provide scholarships for students in the Zone to enable their attendance at schools of individual choice

B. Establish a demonstration program (or school) in the Zone to test new approaches to educating students

- C. Designate a School Enterprise Zone that gives the Atlanta School System the latitude to be innovative and creative in changing teaching methodologies
- D. Examine public schools and existing programs to improve faculty and staff, upgrade or modify curriculum, and foster cultural sensitivity
- E. Encourage parent participation in all aspects of school life, e.g., Adopt a Class

Priority #5 – Expand access to food and food programs.

Strategies:

- A. Satellite food co-op in each neighborhood, emphasizing housing in each zone
- B. Food-buying clubs leading up to co-op retail stores
- C. Urban Gardening Program

IV. PROVIDING ADEQUATE HOUSING FOR ALL

Priority #1 – Redevelop vacant, abandoned or underutilized real property in each Zone neighborhood.

Strategies:

- A. Identify tax-delinquent properties in the Zone by using survey data
- B. Design a master plan in each Zone neighborhood for developing these properties, through civic associations or appropriate entities
- C. Transfer title of the properties to those neighborhood groups
- D. Form a neighborhood-based housing resource center to secure funding for and to facilitate redevelopment strategies
 - i. Offer community education and technical assistance teams

- ii. Provide legal assistance to establish civic and community development organizations

Priority #2 – Make fit and affordable housing available to Zone residents who are not housed in safe, decent, sanitary and affordable dwellings.

Civic associations will be charged with the responsibility for the implementation of a master plan and will be the prime entity for disposing of tax-delinquent properties to CDCs and/or development entities. Collaborative efforts will be encouraged between the civic associations and CDCs.

Strategies:

- A. Estimate how many Zone residents spend more than 30 percent of their net monthly income on housing, from 1990 Census data
- B. Adopt an official policy that defines affordable housing in the Zone as 30 percent of the net monthly income of Zone residents
 - i. Pass a City Council resolution to that effect
 - ii. Obtain a waiver from HUD to adopt this definition of affordable housing in the Zone, instead of the usual HUD definitions that are based upon metropolitan-wide statistics
- C. Mandate that at least 30 percent of all new housing construction in the Zone be reserved as affordable housing, based upon this new official definition

Program components should also include:

- Construction and substantial rehabilitation, with necessary waivers to make housing affordable
- Research and use of alternative housing options, e.g., cooperatives, housing and co-housing, in providing affordable housing to residents
- Program that deputizes residents for code enforcements
- Establishment of maintenance training program in public housing

- Establishment of housing enterprise zone, granting property tax waivers for historic housing, as well as for new housing

Priority #3 – Meet the special housing needs of Zone residents, e.g., teen mothers.

Strategies:

- A. Identify, evaluate and assess existing special housing needs in the Zone
- B. Identify Zone residents who meet the “special housing needs” definition and establish a program to keep track of them
- C. Require that any new special-needs facilities are evenly distributed throughout the Zone
- D. Develop a comprehensive approach, e.g., a one-stop shop for human service needs related to housing

Program components should also include:

- Transitional housing for special needs population
- Housing alternatives
- Structuring of effective homeless programs to address the related problems of the homeless, in addition to providing permanent housing

Priority #4 – Improve access to credit for Zone residents.

Strategies:

- A. Establish a Zone task force on current lending practices for home purchases
 - i. Evaluate current systems
 - ii. Recommend ways to streamline the process
- B. Submit recommendations to city, state and federal governments

Program components should also include:

- Available mortgages
- Elimination of red-lining in the Empowerment Zone

Priority #5 – Increase home ownership opportunities for Zone residents.

Strategies:

A. Develop a turnkey system that would renovate rental units and then make them available for home ownership

- i. Help current Zone renters who desire to become homeowners with down payment assistance
- ii. Provide home-improvement financing

B. Significantly increase the amount of funds currently available for down payment assistance and “buy-down” grants

- i. Expand the programs to include one-to-four units of owner-occupied housing
- ii. Request a waiver from HUD to allow for multiple sources of down payment assistance

Program components should also include:

- Paperwork reduction related to affordable housing purchase
- First-time home ownership program with down payment assistance
- Adoption of policies promoting and enabling mixed-income housing
- Resident ownership of public housing

APPENDIX B

COMMUNITY PARTICIPATION AND EMPOWERMENT RESEARCH PROJECT

CITY OF ATLANTA, GEORGIA EMPOWERMENT ZONE

INTERVIEW GUIDE

I. Introduction of Project

A. BACKGROUND INFORMATION

1. What is your position or title?
2. How long have you been in this position?
3. How long were you involved with the Atlanta Empowerment Zone Corporation (AEZC)?
4. Who/what were you representing?
5. How did you come to participate in the AEZC?
6. How do you think others were selected to participate in the AEZC?

Follow-up: Did you think the AECZ was representative of the community?

How could the selection process have been improved?

B. DEVELOPMENT OF STRATEGIC PLAN

1. Were you involved in the development of the initial Strategic Plan?
2. What type of involvement did you have?
3. Were there any conflicts in who (or which groups) could participate in the planning process?

Follow-up: What was the nature of the conflict?

Who were the primary participants?

Which groups were being excluded?

4. Were there conflicts in the selection of priorities or programs in the planning process?

Follow-up: What was the nature of the conflict?

Who were the primary participants?

What priorities/programs were in dispute?

How were the disputes resolved?

C. INVOLVEMENT IN AEZC ADVISORY BOARD AND BOARD OF DIRECTORS

(FOR ADVISORY BOARD MEMBERS)

1. How did you become a member of the AEZC Advisory Board?

Follow-up: Did you have any prior experience addressing community issues?
Please describe in detail.

How did other people get selected to the Advisory Board?

2. Why did you want to participate on the Advisory Board?
3. How long were you a member of the Advisory Board?

4. How often did you attend the Advisory Board meetings?

Not often _____
Occasionally _____
About ½ of the time _____
Most of the time _____
Always _____

5. Did you participate in any Advisory Board committees or task forces?

Follow-up: Which committees or task forces?

How often did you attend those meetings?

Not often _____
Occasionally _____
About ½ of the time _____
Most of the time _____
Always _____

6. Were there any meetings with neighborhood associations or community organizations to get input or provide updates?

Follow-up: How often were those meetings held?

Were community views solicited in other ways? (e.g. newsletters, surveys)

Were community recommendations presented to the Advisory Board?

7. What process was used to review and make decisions about projects?

8. How often did you participate in the Advisory Board recommendation process about projects?

Not often _____
Occasionally _____
About ½ of the time _____
Most of the time _____
Always _____

9. What happened to the Advisory Board recommendations?

10. In what other ways did you participate with the Advisory Board?
11. Which members of the Advisory Board do you think had the greatest influence?

Follow-up: How was that influence used?

12. Do you feel that your opinions were considered by other members?
13. What happened to community projects or recommendations that were not adopted by the AEZC Board?

Follow-up: Do you know of any independent community efforts to support a proposed project?

14. What was the biggest challenge to participating on the Advisory Board?
15. What was needed to improve participation on the Advisory Board?

(FOR BOARD OF DIRECTORS MEMBERS)

1. How did you become a member of the AEZC Board of Directors?

Follow-up: Did you have any prior experience addressing community issues?
Please describe in detail.

How did other people get selected to the Board of Directors?

2. Why did you want to participate on the Board of Directors?
3. How long were you a member of the Board of Directors?
4. How often did you attend the Board of Directors' meetings?

Not often _____
Occasionally _____
About ½ of the time _____
Most of the time _____
Always _____

5. Did you participate in any Board committees or task forces?

Follow-up: Which committees or task forces?

How often did you attend those meetings?

Not often _____

Occasionally _____

About ½ of the time _____

Most of the time _____

Always _____

6. Were there any meetings with neighborhood associations or community organizations to get input or provide updates?

Follow-up: How often were those meetings held?

Were community views solicited in other ways? (e.g. newsletters, surveys)

Were community recommendations presented to the Board of Directors?

7. What process was used to review and make decisions about projects?

8. How often did you participate in the Board recommendation process about projects?

Not often _____

Occasionally _____

About ½ of the time _____

Most of the time _____

Always _____

9. What happened to the Board recommendations?

10. In what other ways did you participate with the Board of Directors?

11. Which members of the Board of Directors do you think had the greatest influence?

Follow-up: How was that influence used?

12. Do you feel that your opinions were considered by other members?

13. What happened to community projects or recommendations that were not adopted by the AEZC Board?

Follow-up: Do you know of any independent community efforts to support a proposed project?

14. What was the biggest challenge to participating on the Board of Directors?

15. What was needed to improve participation on the Board of Directors?

D. DECISION-MAKING, RELATIONSHIPS, AND COMMUNITY IMPACT

1. Please describe in your own words what was the most important result of the EZ program?
2. Is there a specific project that represents a major accomplishment?
3. How did this project fit into the overall goals and strategies of the AEZC?
4. What were the major challenges to implementation of the project?
5. Did you support the project?

Follow-up: What members of the Advisory Board supported the project?

What members of the Advisory Board opposed the project?

What members of the Board of Directors supported the project?

What members of the Board of Directors opposed the project?

6. Were there delays in the approval of the project?

If so, what kind of delays and how were they resolved?

7. Were you involved in any project implementation?

Follow-up: In what ways?

What kind of resources did you bring to the project?

8. Were you involved in project monitoring in any way?

9. What was the anticipated impact of the projects?
10. What impact do you believe the projects actually produced? Please describe in detail.
11. Who in the community benefited from the projects? Please describe in detail.
12. Were any new relationships established as a result of participation in the EZ program?
13. Are any of those relationships still in place now?
14. Other comments

CURRICULUM VITAE

Deborah A. Jackson was born in Savannah, Georgia and grew up in Jersey City, New Jersey where she attended Lincoln High School. She graduated as valedictorian of her class in 1970. She was part of the second group of women admitted to Princeton University and received her Bachelor of Arts in 1974 in History with a minor in Latin American and African American Studies. In 1977, she received dual degrees from Rutgers, The State University – a Juris Doctorate from the School of Law-Newark; and a Master of Arts in Political Science and International Affairs from the Graduate School-Newark. She started her legal career with a legal services program in Mississippi and eventually returned to the New York area to work with a number of public and private sector organizations. During that period, she traveled extensively and participated in several human rights fact-finding delegations to countries in Africa, Asia, Latin America and the Caribbean. In 2000, she returned to her roots in the South to work with community-based organizations. In 2008, she received her Master of Arts in Community Economic Development from Southern New Hampshire University, School of Community Economic Development.