

Fresno DRIVE: Drilling Down to Address a History of Inequitable Growth

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WHY NOW? THE FRESNO STORY

At over a half-million in population, Fresno is California's fifth largest city and an agriculture-based economy located in the vast Central Valley. For too long, its economy has provided too few quality, high-skilled jobs due to the region's only strengths in such low-growth, non-exportable sectors (71%). In comparison to the state of California, the city is less productive in GDP per capita, has a higher unemployment rate, and has lower median incomes (Swearengin 2019). The city is young, with close to 50% of its population under the age of 30 years old, and it is a minority-majority city with 70% of its population identifying as Hispanic, Black, or Asian and 20% of its residents that are foreign-born. Unfortunately, Fresno's human capital pipeline leaves too many behind with only 82% of students graduating from highschool and 27% of the population with a college degree (Central Valley Community Foundation 2019).

Intensifying the situation is that this region's diverse population suffers from low economic inclusion. Among California cities, Fresno is the least racially inclusive, ranking 59th of 59 (Central Valley Community Foundation 2019), and it ranks [263rd of 274 nationally](#) for economic inclusion (Urban Institute 2018). Fresno's demographic and economic narrative is one of leapfrog development that drives the wealthy and its housing developments to the outer edges of the city on the very farmland on which its economy relies (Poethig 2018). The "white flight" accompanied by the persistent economic, environmental, and social challenges "are a direct result of decades of discriminatory policies and redlining [which prioritized other land-use policies] that further isolated and segregated the community" (Poethig 2018). The results are that approximately 70% of its census tracts are low-opportunity where a concentrated population of minorities live below the poverty line, are less likely to own homes, and have greater incidence of births to teen mothers (Fresno DRIVE 2019). In addition, most neighborhoods have low access to broadband, high concentration of pollution, and low access to high-quality food (Fresno DRIVE 2019).

The recent Fresno DRIVE (Developing the Region's Inclusive and Vibrant Economy) Initiative, spearheaded by the Central Valley Community Foundation (CVCF), evolved out of the region's self-realization of historical inequities of previous economic development. DRIVE intentionally focuses on inclusion and equitable growth through a 10-year community investment portfolio aimed at creating opportunities for all residents and achieving real economic mobility by fostering an economy that is inclusive, vibrant, and sustainable (Central Valley Community Foundation 2019). DRIVE is an equitable economic development and equitable community engagement plan with racial equity at its core.

The Initiative's launch followed a leadership change at CVCF that prompted the Foundation to take on a new role in the community. Former Fresno Mayor Ashley Swearengin became the CEO of CVCF in 2017, and she continued the work that she had led at the city, using her extensive state and local political and philanthropic connections to catalyze economic change. In August of 2018, CVCF hosted the Kresge Foundation's Shared Prosperity Partnership (SP2, a partnership of the Urban Institute, the Brookings Institution, and Living Cities) to bring a roundtable of 100 civic and community leaders together to learn from experts about where Fresno was and what was needed to change it (see [Appendix A: DRIVE timeline](#) for a full annotated schedule). Subsequently, the CVCF Board officially approved the Foundation's leading of DRIVE, and in February 2019, CVCF received funding from the James Irvine Foundation to help develop the comprehensive large-scale DRIVE strategy, engaging McKinsey & Company, the Brookings Institution, the Urban Institute, Jobs for the Future, and James Irvine Foundation with local expertise from the Central Valley Health Policy Institute (CVHPI) at California State University Fresno. About the same time, Governor Newsom created a new state "Regions Rise Together" initiative, intended to spur a comprehensive economic plan that would benefit all parts of California, but specifically in the Inland regions such as Fresno. The Governor challenged Fresno to share its strategy at the November 2019 California Economic Summit.

Seizing upon the Governor's challenge, the DRIVE effort hit the ground running in June 2019 with the identification of partners. Nearly 300 participants in the DRIVE Steering Committee came together through the months of July and August for a "sprint" to design a business plan and create 125 prospective investment work plans -- many building on existing pilots but lacking scale. From September to October, the committee evaluated each for potential impact and gathered community input and feedback. It resulted in 19 themes for which working groups created 19 draft investment plans; however, due to further refinement, only 18 full investment plans exist as of 2020 (see [Figure 1](#)) (Central Valley Community Foundation 2019). DRIVE participation required regular "committed attendance", and it made compensation (stipends) available to participants in recognition of the amount of time commitment and expertise demanded during the rapid development timeline (Swearengin and Moore 2020). DRIVE participants rose to the challenge, and representatives presented the full draft plan to the Governor and the participants at the November 2019 California Economic Summit, which Fresno hosted.

Figure 1 Fresno DRIVE Themes

THE PROBLEM, PEOPLE & PRIORITY ISSUES

 <p>ECONOMIC DEVELOPMENT</p>	 <p>HUMAN CAPITAL</p>	 <p>NEIGHBORHOOD DEVELOPMENT</p>
<p>Fresno-Merced Food Innovation Corridor</p> <ul style="list-style-type: none"> • <p>Betting Big on Small Businesses Owned by Women and People of Color</p> <ul style="list-style-type: none"> • <p>Second Office Fresno</p> <ul style="list-style-type: none"> • <p>Next Generation Aviation</p> <ul style="list-style-type: none"> • <p>Water for All</p> <ul style="list-style-type: none"> • <p>Sites & Spaces (no full investment plan)</p>	<p>Upskilling</p> <ul style="list-style-type: none"> • <p>Pre-Conception to Five</p> <ul style="list-style-type: none"> • <p>Integrated Data System</p> <ul style="list-style-type: none"> • <p>College Completion</p> <ul style="list-style-type: none"> • <p>Integrated K–16 System in High Growth Sectors</p> <ul style="list-style-type: none"> • <p>Teacher Workforce</p> <ul style="list-style-type: none"> • <p>UCSF Fresno Medical School Campus</p> <ul style="list-style-type: none"> • <p>Fresno Attracts Talent</p>	<p>Wealth Creation in Communities of Color</p> <ul style="list-style-type: none"> • <p>Downtown 2.0</p> <ul style="list-style-type: none"> • <p>Fresno Opportunity Corridor</p> <ul style="list-style-type: none"> • <p>Civic Infrastructure for Low Opportunity Neighborhoods</p> <ul style="list-style-type: none"> • <p>Permanent Affordable Housing</p>

In January 2020, the Governor announced a state budget recommendation of \$65 million to support three DRIVE investment plans (\$15 million for University of California San Francisco (UCSF) medical school, \$33 million for a food innovation corridor, \$17 million for a K-16 collaborative). However, the COVID-19 pandemic and its related budget cuts resulted in only \$17 million from the state (\$15 million for UCSF and \$2 million for food corridor).

CVCF and participant organizations continued to fundraise for the initiatives since the radical economic upheaval increased the efficacy of DRIVE. In a historically disadvantaged community like Fresno, the idea of “returning to normal” is not just a time to repair, fix, or tweak as in other cities with higher-than-average income levels (Poethig 2020). Fresno needs fundamental change. DRIVE’s vision and values embrace equitable economic development and equitable community engagement, and stakeholders realize that the pandemic provided an opportunity to shine a light on new approaches to a deep economic shock. In addition, the Black Lives Matter protests following the killing of George Floyd bring a heightened awareness and more conversations about systemic racial inequities. The events reinforced DRIVE’s commitment to economic racial equity.

Investments in People, Business, Place, and Governance

DRIVE received a boost in June 2020 when the Irvine Foundation committed \$15 million over three years to advance five of DRIVE’s investment plans that were not anticipating state funding. CVCF will grant out \$11.9 million to CBO partners to help carry out the work for the investment plans. Although all DRIVE investment plans continue to evolve, the Irvine funds enable the five plans to move forward. These invest in the capacities of people, business, place, governance/policy and are led by committed working group leadership:

- People and Place: Civic Infrastructure for Low Opportunity Neighborhoods investment plan establishes HUBS, formal support networks, for CBOs in selected extreme-poverty neighborhoods ([Appendix B: Fresno DRIVE Civic Infrastructure Neighborhood HUBS](#)).
- Business and Governance/Policy: Second Office Fresno investment plan develops a new business attraction strategy informed by community engagement and development of an “Economic Development Community Scorecard.”
- Business: Betting Big on Small Businesses Owned by Women and People of Color investment plan will improve the representation and success of small businesses owned by women and people of color.
- People: Wealth Creation in Communities of Color investment plan focuses on assessing resident needs and the existing “financial stability and wealth building” activities being undertaken by Fresno CBOs and employers.
- People: Upskilling investment plan forms a regional coordinating Career Network Hub that strategically aligns employers, workforce development systems,

government, and community partners to deliver high-quality, paid work-based learning (WBL) opportunities for Fresno workers and partners.

The work of DRIVE also continues to build the Initiative's soft infrastructure -- from respect agreements defining the "right" relationships among the committees (executive, steering, all work groups for the investment plans, and race and equity) that help define the DRIVE governance structure to DRIVE's progress on initiative implementation during the pandemic that requires socially-distant resident engagement ([Appendix C Respect and Right Relationships Maps](#)). Participants realize that DRIVE is a long-term initiative and its implementation requires commitment since it will be on-going over the course of the next decade.

The Fresno DRIVE Initiative serves as a case study supporting a project white paper, [Reflecting Community Priorities in Economic Development Practices](#). This paper presents an assessment framework for responsive equitable economic development to provide insights to state and local governments and guide their efforts to intentionally engage the community as part of place-based economic development that is place conscious. Equitable community engagement obtains an understanding of what residents and their neighborhoods need and what types of economic development -- projects, developers, and/or governmental funding -- could address these needs. The framework examines how economic development processes can determine community priorities, design policy and program responses, and prepare to evaluate effectiveness. The process builds on conversations that can create opportunities for deeper sharing of community needs and understanding how future place-based development of places can meet needs and reflect community values. The effort provides a new transparent baseline for community, stakeholders, and economic development policy makers. The remainder of this case study uses the framework to lay out early insights from DRIVE, its intent, and actions to date as an equitable economic development and equitable community engagement strategy.

INSIGHTS FROM FRESNO

Beyond specific framework-related insights, the Fresno DRIVE effort also offers four overarching insights that influence and shape how DRIVE is moving the needle on equitable economic development and equitable community engagement in Fresno.

Leaders from All Walks of Life

The strong leadership of the philanthropic community cannot be understated. CVCF spearheaded Fresno DRIVE and keenly fundraised for additional foundation support --

Irvine and Kresge -- not to mention consulting with leading national research institutes -- Urban, Brookings, Living Cities. Philanthropic acumen is joined with political acumen since the CEO of CVCF, Ashley Swearengin, had been the mayor of Fresno. Her leadership brought deep political, stakeholder, and philanthropic connections. Her experience as mayor empowered the CVCF to lead DRIVE with recognition of the importance of including a larger stakeholder and community voice.

The cornerstone of DRIVE is a commitment to designing an inclusive economic development strategy and reaching beyond the traditional leadership from economic development groups and business. In a community like Fresno, where resources are scarce and have been for generations, the primary currency is relationships. DRIVE's diversity of participating civic and community leaders bring a wealth of relationship-building skills and expertise to the table with the intent to build new cross-sector collaborative partnerships. DRIVE includes leaders from civic, workforce development, community development, minority business organizations, community development financial institutions, educational institutions, and community-based organizations (CBOs) representing issues of race, social justice, youth and families, faith-based, and arts. Many of these are intermediaries and/or direct service providers. These intermediaries serve as a backbone for small direct service providers, from the mobilization of funds, grant distribution, training, advocacy, standards-setting, quality assurance, data collection (Piha 2014). The DRIVE executive committee members represent over 25 organizations and 48 individuals and include members of the Race Equity Advisory Committee (REAC), investment plan working groups, CVCF staff, and CVCF board.

Build Trust and Equity in Access

The beginning stages of the DRIVE process quickly revealed trust issues about whether the strategy would be created and designed differently from previous "business-centric" economic development strategies. The representatives of non-traditional business and economic development groups were concerned about having a voice with weight at the table in order to lift up and gain *commitment to understanding and addressing* the systemic injustices (racial, economic, and disadvantaged places) of past policies and economic development efforts. The inclusive convening process helped groups that may have been thought to be at odds to be able to cross bridges through the shared analysis of data and development of values and goals. This is true for business and non-business groups and for the people- versus place-based organizations.

For the former, the DRIVE process had to overcome the conventional view that business and economic development organizations knew the best way to grow the Fresno economy. An open dialogue worked to integrate business voices with community organization voices. This approach tried to give voice to the reasons behind the distrust of previous economic development, which included the usage of economic or financial jargon, the habit of presenting rather than listening, and “power and privilege” displays that lacked cultural awareness. The open dialogue allowed participants to recognize the depth of the trauma from past injustices in the name of economic development. Since the majority of DRIVE's participating CBOs were often led by people of color, early dialogues revealed a clear need to have DRIVE integrate racial equity more deeply into the process and the analysis of the problem in Fresno. This included greater representation on the Steering Committee and the establishment of REAC discussed in greater detail below.

DRIVE conversations also revealed differences of approaches among the people-based and advocacy-based versus place-based and asset-based perspectives. There was the need for a shared understanding that the “people power” of residents is just as important as a neighborhood’s physical assets and it is essential they collaborate together. These deliberations also indicated that some of these organizations were more comfortable competing than cooperating due to operating in Fresno’s scarce resource landscape. However, these open conversations built trust and realization that competing as the most “needy” was not going to have large enough impacts. The development of DRIVE’s investment work plans created opportunities for conversations and new partnerships that were essential to deliver the cross-sector initiatives.

Network of Networks

The inclusive convening process of DRIVE has a rippling effect and is bringing more CBOs, advocates, and residents to the table which continues to create even a “bigger tent” for Fresno’s economic development conversations. The diversity of committed DRIVE stakeholders and higher levels of trust is resulting in members seeing their structure as a Network of Networks. There is greater shared knowledge of how each organization contributes to Fresno and has resulted in opportunities to work together and leverage influence for funding that parallels DRIVE’s values and initiatives. For example, a number of social and health organizations worked together to obtain funds from Fresno’s distribution of CARES ACT funds to address COVID-19 testing in harder to reach, disadvantaged populations. A participating organization leader voiced that this was one of the first times that the power of DRIVE’s convening process translated into different organizations coming together for a joint proposal instead of competing for individual funding opportunities. The network of networks is a result of DRIVE’s built trust

because participants recognize that many different organizations can work together to improve economic opportunity.

Compensation for Time Spent on the Greater Good

The final overarching insight accentuates that it is essential to value the work that economic development planning efforts take. DRIVE's investment plans build on the existing work of many community organizations, but bringing these to scale requires connecting across a number of organizational efforts to have the desired citywide impact. The DRIVE effort requires a large time commitment from these organizational leaders in order to learn, develop scalable plans, coordinate partnerships, and implement. CVCF recognizes the importance of this civic time and as a foundation is able to provide compensation, which is particularly helpful to the small organizations with little budget and heavy workloads.

FRESNO DRIVE'S ALIGNMENT WITH EQUITABLE COMMUNITY ENGAGEMENT

DRIVE's executive and steering committees and member participants believe that the composition and scope of the DRIVE coalition is unprecedented, representing a diverse group of civic, community, and business leaders. They were motivated to work together to answer the question "What would it take to fundamentally transform the Greater Fresno Region by 2030 and create opportunities for all residents to achieve real economic mobility by fostering an economy that is inclusive, vibrant and sustainable?" (Central Valley Community Foundation 2020).

Although DRIVE offers a resident-centered vision and many of the Initiative's investment work plans carve a strong role for residents in the implementation, the early creation process lacked direct resident participation. DRIVE acknowledged and addressed these issues in a number of ways.

- It intentionally cast a wider net for participants than had been done for past economic development strategy planning efforts.
- The steering committee grew to include other voices.
- The regular and aggressively scheduled meetings of the group invited additional expertise to engage and partner on DRIVE's creation -- financial, faith-based, arts community, educational, and workforce organizations.

The wide range of participating direct service providers brings deep knowledge of Fresno's neighborhoods because they have existing relationships with and connections to residents in the targeted high-poverty neighborhoods where DRIVE wanted to foster the greatest change (Central Valley Community Foundation 2019, 21). The development of economic development strategies should involve these neighborhood-serving organizations, yet many traditional strategies don't spend the time to determine community priorities. Typically, they identify and receive funding with an idea in mind and tell the community about the idea in order to gather feedback. Flipping this process is essential. Place-, asset-, and people-based organizations approach community engagement with conversations that involve sharing, understanding resident perspectives, and building deep trust. The foundation of equitable community engagement involves multiple learning conversations/listening sessions, each in languages found in the neighborhood, to identify the neighborhood qualities, who works there, who are the stakeholders (residents, organizations), and to learn how to engage the most residents in the best way. Determining community needs is about building relationships in the community first in order to assess and understand their priorities and then identify funding opportunities together.

Determine community priorities with equitable community engagement

The DRIVE initiative is intended to have each of its phases embed community engagement for all phases from problem definition, refinement of the initiative, implementation of the investment work plans, and monitoring and evaluation of DRIVE. Although the DRIVE sprint from June to November of 2019 enlisted a diversity of participants in problem definition, the executive, steering, and race and equity advisory committees recognize that it is necessary to identify the barriers and data required to craft and refine the strategy with community engagement to truly be resident-centered.

DRIVE's equitable community engagement requires that Fresno's public and private sector institutions have adequate resources and strengths in training, awareness, capacity building (Fraser 2020). The CBOs and research partners responsible for engagement must have management teams and employees with cultural competence, skills, and tools to ensure racially inclusive engagement. Fresno has completed a survey of community partners to assess strengths and weaknesses of the CBOs to be able to do community engagement. The analysis suggests resources and tools that can enable the CBOs to be stewards of community engagement, including items such as space and physical infrastructure as well as capacity building and training of staff on data collection, racial diversity and language, and dealing with conflict issues. The remainder of this section outlines how DRIVE determined and continues to determine community priorities,

with detail on the elements of the equitable community engagement framework -- listening, recognizing, sustaining.

Listening to community needs and providing an open dialogue instead of telling them what you are about to do and asking for their opinion.

Equitable community engagement requires a long-term commitment and willingness to take an expansive view of what economic development means to a particular community. DRIVE's sprint created tension among the participants. While the collective recognized the need to capitalize on the momentum of the Governor's Regions Rise Together initiative and the California Economic Summit convening in Fresno in November of 2019, participants representing the advocacy, asset-based management, and engagement-based organizations expressed concern. They believed that there needed to be greater articulation of DRIVE's intent to empower the residents directly impacted by Fresno's low-wage, distressed economy and allow them to help co-determine their own investment priorities to address racial disparity and improve economic mobility. Although DRIVE's executive and steering committees decided that moving forward to the Summit was essential, the leadership prioritized a number of community focus groups in 2019 to begin to ground-truth draft community investment plans and committed to a lengthier and more meaningful community engagement process in 2020 and beyond. Fresno Building Healthy Communities (Fresno BHC) spearheaded the focus group effort, leading to the engagement of Fresno State's Central Valley Health Policy Institute (CVHPI) to facilitate focus groups and analyze and [summarize results](#) (Central Valley Health Policy Institute 2019).

These focus groups targeted different neighborhoods across the city as well as racial and ethnic groups. The analysis suggested a number findings concerning race, ethnicity, classism, and ageism. African Americans tended to suggest that racism plays a role in household income and economic outcomes. Latinx groups were more likely to think that the discrimination was about lack of education and immigration status/documentation. Other themes included:

- Place Investment as Manifestation of Racism and Discrimination in Economy captured views about the lack of businesses and projects that promote health and social cohesion (grocery stores, schools) to gentrification.
- Lack of Diversity within Positions of Power and Managerial Positions found specific concerns with African American representation and opportunities in Fresno due to a disconnection to power, lack of business ownership, and lack of support and funding of African American-led organizations and initiatives.

- Barriers to Securing Adequate Jobs captured views about the role of nepotism, the lack of quality jobs and transportation, unsupportive schools, skin color, the lack of racial and ethnic people in positions of power, language barriers, and immigration status and documentation. The groups expressed a need for job training (specific, job application process, language, computers, etc.) for quality jobs from non-polluting, socially responsible businesses that also hire local residents.
- Neighborhood Engagement issues included feeling disconnected from local decision makers that affect neighborhood conditions and planning and not knowing who can best represent the needs they have. The lack of connections made local community leaders more important such that having space and support for community leaders for their underserved neighborhoods would be essential to bridge the divide.

The breadth of the resident input is helping to refine initiatives and initial working groups' implementation.

DRIVE also worked with the New America Foundation to conduct additional worker voice interviews to understand the lived experiences of workers at risk of automation in Fresno, specifically those in retail, food service, agriculture, warehouse and administrative roles. The non-published analysis found five interrelated themes at the base of worker concerns:

- Work and income issues around stability, technology, thrivable compensation, and profit over people;
- Families as support systems;
- Health and safety in the workplace, community, and domestic violence;
- Post-secondary education values and access; and
- Experiences of Fresno around racism, discrimination, geographic disparities, housing and homelessness (McDonald et al. 2020).

These worker voices underscored the need for racial equity and place-based efforts that recognize the systemic and structural impacts of Fresno's history of exclusive growth and policies. DRIVE's commitment and refined investment plans attempts to address these resident worker concerns.

Reaching community and residents is increasingly difficult during the COVID-19 pandemic but growing in importance, particularly with the June 2020 media announcement of the \$15 million in Irvine funding for DRIVE. Part of the funding is earmarked for resident engagement and the formation of a Resident Leadership Council ([discussed below](#)) that will parallel the Executive Committee. However, a number of resident leaders and community organizations who were not part of the DRIVE process

are questioning what it is, why they have not heard about it, and if DRIVE is just another economic plan that will leave many communities without. There is an urgency to increase transparency and move on the community engagement to ground truth the investment plans. In addition, it is essential to rebuild any broken trust among competing organizations' that questions why certain organizations were represented in the DRIVE process and received funding.

Potential Leading Practices to Improve Listening

Racial Equity and Transformative Community Engagement Plan

To directly address the resident voice issue, the REAC worked with a consultant to design a racial equity plan that was approved in September 2020 and will guide community engagement. The plan is based on community-driven development that transfers the control of project resources to local communities (Mansuri and Rao 2004) such that Fresno DRIVE results in *transformative community engagement*.

Transformative community engagement – engagement that goes beyond the merely symbolic, one-off solicitation of input from the community – to deeper engagement that creates pathways to more equitable power distribution, treats the community members as important partners who can co-create and co-own strategies and solutions for improving their lives.

Transformative community engagement is about empowerment of communities as an important and necessary intermediate outcome that facilitates transformative change in their socioeconomic conditions. The approach is to strengthen people via education and access to resources. Critical to transformative community engagement is ensuring that the community is engaged in all phases of development efforts – problem definition, identification of potential interventions and solutions, strategy and program design and development, definition of outcomes and their indicators, performance monitoring and program adjustments, evaluation of outcomes and impact, and the scaling and sustaining successes.

Another key aspect of transformative community engagement is it requires intentional efforts to remove barriers to communities' engagement. This is based on the understanding that while historically marginalized and resource-poor communities have the assets (e.g. insights and knowledge) and the desire to engage in all phases of community development projects, they often face barriers to engage (e.g. resources to mobilize, transportation, access to power brokers, including funders). As a result, transformative community engagement requires

investments in strengthening capacities and making resources and tools available to the communities that need to be engaged. (Sankofa Consulting 2020)

Fresno DRIVE's refinement of investment plans will be a pilot of transformative community engagement and provide opportunities for additional insights on how sharing and listening may be consequential to understanding what can best assist a community with place-based economic development.

Capacity Building to be Resident-Centered, Resident-Driven

The implementation of the DRIVE investment work plans will seek to become a more resident-centered and resident-driven strategy. DRIVE is formalizing this intention with its commitment to transformative community engagement as well as with developing a supporting infrastructure that includes a Resident Leadership Council that will help with redesign and implementation (see the section on the [design of supporting infrastructure](#) below for further information). "When people are left out of the process by which decisions are made or by which their stations in life are meant to improve, we render a portion of society justifiably affected and discontented. We lose the benefit of their understanding and aspirations. When we bring more voices into public problem solving our solutions are better informed, and we build a broader and deeper stake in their success" (Central Valley Community Foundation 2019, 201).

Being resident-centered and resident-driven involves authentically listening and responding to community needs. Capacity building will be necessary and include the organizing of resident leaders, provision of the skills to determine their own future and learn by taking on larger projects and complex policy changes that can strengthen their neighborhoods. The resulting policies, programs, and projects will more likely create equitable access to key determinants of social, physical, and economic well-being with less displacement communities of color because residents are involved and driving the process.

Recognizing multiple voices because communities are not monolithic and integration of the full community is essential.

Economic development policy makers should ask three specific questions:

- Who's at the table?
- Who's not at the table?
- How can we reach residents who are underrepresented, underserved, and unserved?

When undertaking equitable community engagement, the composition of the residents must be known. If the attendance and feedback to community engagement “outreach” skew greatly from the place’s demographics, different community engagement methods are essential.

Traditionally the demographics of residents that are involved in attending public meetings, enter policy discussions, and serve on committees that address neighborhood issues are white, property owners, older, and come from higher income families. Surveys from local government efforts exhibit these issues: [Portsmouth, Virginia](#), [Brooklyn Park, Minnesota](#), [Evanston, Illinois](#), and [San Diego, California](#) (Keatts 2020; Smith 2017; City of Brooklyn Park, Minnesota 2020; Ley 2018; Coleman 2020). Often the hardest populations for local governments and EDOs to reach are racial and ethnic minorities, young people, low-income residents, undocumented immigrants, and those who speak a first language other than English. These are the exact groups that may be in most need of local government services and expanding the venues and methods of gaining feedback -- town halls, focus groups, mailed surveys, radio, TV, organizational newsletters, faith-based communications, digital feedback forms, social media platforms like Facebook, WhatsApp, Instagram, Zoom, Google Hangouts, etc. COVID-19 is indicating the need for better distribution of essential information and is providing the perfect time to be creative and pilot different digital options. These efforts create continuous engagement communication lines that can build trust through partnerships with local CBOs and use the digital platforms that specific groups, their influencers, and neighborhood resident leaders use.

Potential Leading Practices to Improve Recognizing Multiple Voices

Shared Analysis and History underlie the Strategy

DRIVE’s initial engagement involved a diversity of social, education, economic, business-related, and community-based organizations (CBOs) through open meetings. The early convenings included the sharing of community data analysis that indicated that traditional growth had not benefited all residents and there was a need to address economic development in an inclusive and equitable manner. The process resulted in the production of a shared vision and created working groups to work on the drafting of each individual investment plan to address these issues. In addition, the working groups consulted with representatives of other CBOs who worked on the ground in these issues and invited them into the process (Central Valley Community Foundation 2019).

The REAC further ensures DRIVE has a ‘shared analysis’ of race history and current realities in Fresno. The effort builds on DRIVE’s theory of change where Fresno’s path to

economic growth will transform infrastructure and systems that enable historically excluded racial minority communities to prosper. REAC intends to host events, workshops, and learning opportunities that increase the DRIVE coalition's and broader community's engagement around issues of race and commitment to truth telling (Central Valley Community Foundation 2019, 23). The effort:

- encourages dialogues that examine how belief systems related to race became culturally and structurally embedded in Fresno society;
- engages stakeholders in shared dialogue and analysis to authentically explore current and past racial realities; and
- develops key terms, concepts, and definitions relevant to race equity (Fraser 2020). [[Appendix D: Theory of Change](#)]

In September 2020, DRIVE's executive committee approved a draft race equity plan that included key outcomes of DRIVE's theory of change, a monitoring and evaluation framework, and a transformative community engagement framework. The engagement framework utilizes the International Association for Public Participation's (IAP2) [Spectrum of Public Participation](#) (International Association for Public Participation 2020). The spectrum associates DRIVE's development and implementation phases with types of community engagement that grows the community role through these phases. The spectrum guides the most appropriate and meaningful level of participation of the community. It also suggests that if community engagement stops too early, the result is lacking, not as robust, and can lead to damaged relationships and declining trust.

Ignore results in marginalization.

↳ Inform results in placation.

↳ Consult results in tokenization.

↳ Involve results in community voice.

↳ Collaborate results in designated power.

↳ Empower results in community control.

Each DRIVE investment plan will be utilizing this spectrum to guide the community engagement effort related to the plan ([Appendix E: Fresno's Community Engagement Spectrum](#)).

To further understand the needs of residents in high-poverty neighborhoods, DRIVE is enlisting the CVHPI to continue to conduct diverse ethnic and economic focus groups across the city (Central Valley Health Policy Institute 2019). The focus groups will be central in the implementation phases. CVHPI will also conduct interviews with social

media influencers and neighborhood resident leaders to understand what residents are experiencing.

The original round of 2019 to early 2020 focus groups informed the development of each strategy's commitment to race and equity. The working groups that lead the implementation of each investment plan will embed racial equity into the goals and metrics of all DRIVE initiatives, including each investment plan's outreach, assessment of impact on marginalized groups, and design of policy protections for these groups. The following provides an example:

Betting Big on Small Business Commitment To Racial Equity

To achieve racial equity in the implementation of this initiative, the following issues and actions will need to be considered and included. Furthermore, modifications to the investment plan may be necessary to better align with input from residents and stakeholders impacted by and critical to the success of the initiative. This list is not intended to be exhaustive, but rather an early identification of critical actions needed for integrating racial equity:

- Assessment of the knowledge, attitudes, and practices of small business owners (disaggregated by race) to further refine the initiative and tailor the services to specific communities of color.
- Engaging residents in neighborhoods to understand attitudes towards entrepreneurship, small business, and financial inclusion, and existing barriers to business, like transportation and immigration status.
- Engagement and outreach to community members within their neighborhoods to attract those that may self-select out from this process.
- Consolidation of assessments already under way to inform the implementation of the initiative: Surveying of the targeted business service providers, focus groups of people of color entrepreneurs and business owners, and analysis of CDFI lender data by race/ethnicity (credit denials) by the members of the Fresno Community Capital Collaborative over a 12-month period. (Central Valley Community Foundation 2019, 39)

However, a number of smaller ethnic minorities still need to be brought to the table to give these communities a voice. In addition to Black and Latinx/Hispanic, Fresno has large Hmong, Indian, Pakistani, Laotian, Slavic, Syrian, and African populations.

Sustaining commitment to the community and keeping promises through transparent, measurable progress that is shared and engender further community conversations.

Equitable community engagement must have the resources to sustain continuous effort, otherwise the built trust may break down. Previous research of comprehensive development efforts indicated that sustained community engagement relies on collective planning and governance structures because these enable needed coordination and allow a plan to remain more responsive to shifting priorities (Greenberg et al. 2014). In addition, many small neighborhood organizations do not have the capacity or direct authority, and this may challenge their abilities to be a neighborhood-wide convener and leader. Overarching organizational coordination that uses and guides neighborhood partnerships requires sustained money and staff to support the level of community engagement that can advance economic development efforts. In addition, such an organization can serve as the repository for measuring progress on the efforts.

Potential Leading Practices to Sustaining Commitment to Engagement and Measuring Progress

Diversified Capital Portfolio

To advance each of the DRIVE investment plans, the Initiative has sought funding from a variety of sources -- state, local, and philanthropy in order to begin implementing. COVID-19 resulted in a reduction in funds from the state, but DRIVE secured funding from the Irvine Foundation and contributions from several community institutions, whether direct capital or in-kind contributions, to advance five of the investment plans. Swearingin notes that “Philanthropy is our social risk capital. Public dollars would take far too long and be too difficult to use. Our philanthropic partners are making this work possible, and it will result in significant policy and institutional change” (Poethig 2020).

Engaging the Neighborhoods

The REAC in coordination with the Civic Infrastructure Investment plan working group will help develop the transformative community engagement plan [mentioned above](#). The plan will include structures and mechanisms that are responsive and accountable to the communities served and/or affected by implementation of the DRIVE investment plans and foster immediate and ongoing engagement with the community (focus groups discussion, data dashboards, etc.). The plan will embed and build communities of individuals with skills to deliver the services associated with each investment plan and expand the capacity to support the overall DRIVE initiative. The first step was the assessment of CBOs and their existing community engagement efforts to provide a baseline. The assessment identified areas of growth and resources needed to build the

capacity of Fresno system leaders, private and nonprofit leaders, and residents for consistent and productive community engagement. The next phase is to work with these CBOs to implement the community engagement framework that can create shared power among resident leaders and the working groups to refine and begin implementing the DRIVE investment plans. DRIVE's perpetual community engagement model will require committed investment in resources and infrastructure to be sustainable, and the current available funding is committed to this work.

Finding the most appropriate mode of community engagement is essential to sustainable equitable community engagement, and it depends on the current status of engagement in the neighborhood and the population. The California Endowment funded a non-published study of how people engaged with the media in Fresno, and The Listening Post Collective's analysis highlighted the mediums that the diversity of racial and ethnic populations were most likely to use with the idea "to catch them where they are at", whether that is asynchronous or synchronous communication on Facebook, WhatsApp, Instagram, Zoom, Google Hangouts, radio, TV, organizational newsletters, faith-based communications, etc. The study also suggested that each community has a set of trusted messengers and social influencers that are the locus of communication, e.g. running the Facebook groups. The idea will be that the DRIVE initiative will rely on these individuals to distribute information.

Measuring progress and sharing it with residents is currently part of DRIVE's overall monitoring and evaluation (M&E) project and the transformative community engagement plan that incorporates transparent sharing of investment plan progress. REAC is working with CVHPI on the design and collection of appropriate metrics for each investment plan to meet its commitment to racial equity laid out in the DRIVE plan.

FRESNO DRIVE'S ALIGNMENT WITH INCLUSIVE AND EQUITABLE PLACE-BASED ECONOMIC DEVELOPMENT

Equitable community engagement is an integral part of designing place-based economic development investment in an equitable and inclusive manner. Fresno DRIVE is using an equitable community engagement framework to be more place conscious and determine community needs. DRIVE continues its commitment to equitable economic growth in its design, implementation, and evaluation.

DRIVE is just at the beginning of its 10 year plan, and thus much of the work at this time is about the integration of residents into the process of refining the designed investment

plans, creation of deeper neighborhood partnerships, structures, governance, and other factors essential to implementation. The investment plans will have a design-build ethos, working with additional partners and residents to ensure design meets the needs. The insights below exhibit how DRIVE aligns with equitable place-based development and provide the current approaches and plans for the design and evaluation of these investment plans.

Design holistic solutions with equitable community engagement for equitable economic development investments in people, business, place, governance

The DRIVE investment work plans focus on elevating the four core capacities of people, business, place, and governance while continuing the commitment to racial equity and a resident-driven process. These investments ([described above](#)) are holistic approaches that are place conscious, as defined in the main white paper. Residents and the communities in which they live are not just place-based or people-based policy interventions (Turner 2015; 2014). The 18 investment plans seek to elevate the capacities that can improve the economic opportunities of all residents. As an example, the five plans receiving partial funding from Irvine in June of 2020 exhibit this type of holistic investment in capacities:

- People and Place: Civic Infrastructure for Low Opportunity Neighborhoods
- Business and Governance/Policy: Second Office Fresno
- Business: Betting Big on Small Businesses Owned by Women and People of Color
- People: Wealth Creation in Communities of Color
- People: Upskilling

Potential Leading Practices in Equitable Economic Development Solutions Design

Supporting infrastructure

Sustaining equitable community engagement parallels the efforts of DRIVE to be resident-driven and leading to the co-creation of investments. This goal relies on a number of supporting infrastructures that necessarily overlap with the equitable community engagement efforts described above.

The DRIVE investment plans recognize the importance of having intermediaries and employees of those intermediaries that are “of and from the neighborhood”, reflecting the demographics, language proficiency, etc. It will invest in technical capacity development of intermediaries and residents to enable them to take ownership. There is also recognition that technical training around the aspects of social work is essential, and that such investment can develop a talent pipeline from the neighborhood to provide

these services. The idea would be that the “work” of the other investment plans (upskilling as well as other relevant coalition members) would help provide this training.

The establishment of a Resident Leadership Council is a consequential step toward the resident-driven goal. The Council will be a dedicated group of residents and grassroots leaders who will be recruited, equipped and supported to play a co-leadership role in the ongoing implementation of DRIVE. CVCF will competitively bid and provide grant funds to a community partner(s) to facilitate and staff the Resident Leadership Council. Grant funds will be provided to participating grassroots organizations, and stipends will be made available to individuals who participate in the Council.

Holistic Program Responses: Investments in People, Business, Place, Governance/Policy

Each of the five investment plans with current funding have committed leadership who are involved in the focused neighborhoods and REAC guidance (Central Valley Community Foundation 2019).

Civic Infrastructure for Low Opportunity Neighborhoods

The people and place focused plan establishes a formal “hub” support network for CBOs in six extreme-poverty neighborhoods, integrating physical revitalization and community building strategies to improve economic mobility. The plan seeks to increase social/political capital and community-informed decision making, reduce racial and ethnic isolation, and equip community members to assume greater power in improving their communities.

The six targeted “pilot” neighborhoods were selected based on multiple criteria. Each is a low-opportunity area, where economically few families have income greater than 200% of federal poverty level, households residents do not own their homes, and there is high levels of teen mother births, low access to broadband, high concentration of pollution, and low access to high-quality food (see [Appendix B](#)). The neighborhoods were scattered around Fresno -- within the city and in forgotten unincorporated areas. The leaders of other low-opportunity neighborhoods not in the initial six were involved in the selection process and were satisfied with being able to “view the process” from the outside for the first round because the intention of DRIVE is to gain further funding for these neighborhoods.

The civic hub concept is that each will have 50% of its staff from the neighborhood so the hub could represent a job pathway within the community and build up community human capital resources. 1,000 residents from across the neighborhoods will complete training for community-building and leadership skills annually. There will be a focus on capacity

building in economic development to facilitate residents' input and direct leadership of DRIVE-related strategies (e.g. Second Office, see below). Additionally, over 800 residents (adults and youth) will actively engage in at least one community development and/or improvement project in their neighborhood each year to further develop leadership capacity and shared ownership in improving the economic outcomes at the neighborhood level.

Second Office Fresno

This business and governance focused investment plan develops a new business attraction strategy that will be different from traditional attraction plans because it will be informed by community engagement and the development of a “Economic Development Community Scorecard”. The Second Office investment plan seeks to address the focus groups concern about the lack of employment opportunities, particularly lacking high-skilled and high quality jobs. Many participants work low quality jobs (e.g., in packing plants, as farmworkers, etc.) for long hours, low wages, no benefits, no opportunities for promotions or professional growth, and exposure to negative health impacts. Participants desire access to well-paying jobs that offer benefits, retirement plans, and health coverage as well as high-skilled jobs that require higher education or advanced vocational training (Central Valley Health Policy Institute 2019).

The county-wide EDO, Fresno County Economic Development Corporation, will lead Second Office's development of the criteria and a resulting policy framework intended to guide the use of local public resources for business recruitment, even though the City nor County of Fresno is directly involved in the effort. The framework would be a policy lens to understand job generators that are also good for economic inclusion and assist the policy makers in the prioritization of investments in the future. Even the state's [California Competes](#) economic development incentives program could learn from the Scorecard.

Subsequent phases of Second Office include the Scorecard informing a Market Prioritization Analysis that identifies specific industries, businesses, and job opportunities that align with the Scorecard and offer the greatest potential for economic growth and diversification. Finally, the work will lead to a business plan to support the launch of a \$20 million (estimate) 'patient capital' fund that would be used to implement business recruitment projects in alignment with the Scorecard.

Betting Big on Small Businesses Owned by Women and People of Color

The business focused investment plan will improve the representation and success of small businesses owned by women and people of color. The Betting Big plan attempts to

address several underlying conditions facing small businesses owned by people of color. These businesses are smaller, have five or less employees, have \$1 million or less in revenues, and are perpetually undercapitalized. In Fresno, where two-thirds of this population are low to moderate income, most of their businesses are small, and minority chamber leaders find that these businesses don't scale either due to low sophistication and/or being a cash/service businesses. There is a need to support the scaling of these businesses since there are fewer minority businesses than White-owned businesses, and this is not representative of a city where 70% of the population is not white.

Betting Big will scale up the Fresno Metro Black Chamber of Commerce's Fail Fast Incubator that was piloted through 2019 - 2020. The scaling up will entail a "franchise like" growth of Fail Fast and allow for further testing and validation of the incubator's business concepts and assistance to people of color. In addition, the investment plan includes the development of a detailed financial and operational business plan for a flexible fund to support the diverse capital needs of small businesses owned by women and people of color.

Wealth Creation in Communities of Color

The people-focused investment plan to create wealth in communities of color first assesses resident needs and the existing "financial stability and wealth building" activities being undertaken by Fresno CBOs and employers. It will then develop a comprehensive strategy to roll out personalized financial tools and training that are best suited to local needs. In addition, it seeks to develop and pilot a Community Investment Trust in a Fresno neighborhood to create a vehicle for wealth building and community reinvestment. The goal is to increase real estate ownership through providing "Owing to Owing" educational, financial tools.

Upskilling

The people focused investment plan forms a regional coordinating Career Network Hub that strategically aligns employers, workforce development systems, government, and community partners to deliver high-quality, paid work-based learning (WBL) opportunities for Fresno workers and partners. The upskilling plan will rely on the Bridge Academy and other preferred providers to scale its 1:1 workforce navigator programs and integrate those services with the Career Network Hub at the Fresno Business Council.

Evaluate with priorities from equitable community engagement in mind

The racial equity, resident-centered, and resident-driven intention of DRIVE is apparent in the design of the monitoring and evaluation (M&E) process. Monitoring each investment

work plan's progress will determine if and how it is meeting the DRIVE initiative's strategic goals of improving equitable access to opportunity jobs and ensuring that it is transparent to the community.

The design of the M&E is to create specific metrics for each of the DRIVE investment plans to measure:

- How does the investment plan and its programs achieve economic growth and economic prosperity?
- How does the investment plan and its programmatic priorities explicitly promote racial equity?

The impacts and outcomes in relation to these metrics will serve to identify where there is a need to change policies to address the systemic biases and/or barriers to economic participation.

Potential Leading Practices in Equitable Economic Development Solutions Evaluation

Data

The early data sharing of traditional and nontraditional economic development metrics and broad sharing of the findings challenged Fresno's civic, community, and business leaders to take a deliberate, data-driven approach to correcting policies that resulted in these data. Swearingin commented that "data has been absolutely central to our discovery process as a community and uncovering layers of inequitable economic opportunity. It caused an about-face for our institutional leaders, many of whom—myself included—have been working for 20 years on what we had believed to be institutional reform" (Poethig 2020). Thus, collection and analysis of the "right" data for DRIVE's goals are central to each of the investment plans.

DRIVE Race Equity Advisory Committee (REAC) is working to build a robust evaluation strategy that seeks to mitigate the role that race plays in determining socioeconomic outcomes, specifically the relationship between economic mobility and racial inclusion. The Race Equity Monitoring, Evaluation and Learning strategy will measure inputs, outputs, impacts, and outcomes of DRIVE implementation at each work plan's programmatic level and at the community-wide level to assess advancement on race equity goals. These results will allow Fresno leaders and stakeholders to learn from this radically different approach to growth and how it advances racial equity and/or reduces disparities in the outcomes.

Although the commitment is to equitable growth, the complexity of DRIVE requires that a robust M&E address the multiple levels of governance and actors in implementation,

scaling programs from neighborhoods to Fresno more broadly, alongside the need to capture the diverse impacted population across race and immigration status. Indicators will be developed for measuring the impact on people of color across DRIVE to measure the effectiveness of the DRIVE strategy, including tracking how the mix of local industries changes as the community's focus shifts towards inclusive and equitable economic development (Fraser 2020).

The effort requires that the racial equity indicators come from more than just official statistics since the U.S. Census and other similar sources lack reliable small area data that can measure these nuances. Thus, the goal is to create a data collection capacity within local community groups, and the community would be a partner that could assist in the validation of official statistics. The creation of a monitoring database would be able to drill down to expose inequities, disaggregating data by race, gender, vulnerabilities, and place. The under-design feedback tools and resources will allow for potential adjustments that are necessary to ensure the outcomes of inclusive economic growth are met as well as processes for assessing the efficacy of the program towards advancing inclusive and equitable economic development.

The task of DRIVE's committees and investment working groups is to refine work plans according to the consultant's suggested preliminary list of indicators that are associated with each of the key outcomes of DRIVE's theory of change. The current list of indicators provides definition, a unit of measurement, a level of disaggregation, a data source, a method of data collection, a frequency of data collection, and the responsible entity. Examples of outcomes under consideration, per conversations with DRIVE stakeholders, include job creation across all sectors, with a focus on those that provide opportunities for increasing diversity and inclusion, and increasing economic prosperity and mobility through higher paying jobs across all income levels and racial groups.

The CVHPI will also be conducting research to help develop appropriate metrics and will help collect these data for DRIVE. The key will be to operationalize the nuances and not just fall prey to the normal "dashboard" that counts labor force participation, unemployment, or number or or percentage participating/funded. For example,

- How many leaders are developed that are people of color?
- What's the proportion of funding going toward development of people, power sharing structures, and plans?
- Nuanced economic development metrics to examine the impact of facing barriers and not having opportunities that limit an individual's ability to contribute to economic production.
 - Quality of the education, not just graduating

- Housing burden
- Factors creating inequalities from birth to death

Some of these data needs could come from the place- and asset-based CBOs that have deep asset maps for their target service neighborhoods (e.g. <https://everyneighborhood.org/maps/>). Although most of these are static and need more frequent updates, at least there is a model that exists.

Reporting

Managing a collaborative the size and intensity of DRIVE requires clear, concise, and coordinated communications, both within the collaborative, as well as to external audiences. CVCF will develop and execute a multi-platform, dynamic communication strategy to improve visibility, transparency, and accountability about the DRIVE Initiative. The strategy will include a website, social media, earned media, and film, providing information about the DRIVE collaborative and its individual investment plans. The multi-platform offering will also provide a real-time communication loop to gather feedback from the community through social media and online forums (Swearengin and Moore 2020). As Fresno DRIVE advances on further equitable community engagement and implementation, the resident-centered equitable economic development strategy provides many practical mechanisms and insights that can guide other economic developers and policy makers seeking to build equitable pathways for their communities.

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APPENDIX A: FRESNO DRIVE TIMELINE

- August 2018 CVCF participates in the Kresge Foundation's [Shared Prosperity Partnership](#) (SP2) and hosts a Roundtable for 100 civic and community leaders where we are confronted with data from Urban Institute. The startling data is a wake-up call for many civic leaders who realized that, despite years of hard work, we had not moved the needle on developing a robust economy nor providing economic opportunities for people of color.
- February 2019 CVCF Board gives staff the official go-ahead to formally develop a 10-year investment plan for inclusive economic growth
- March 2019 In his first visit to Fresno as the Chief Economic and Business Advisor to the Governor, Lenny Mendonca tells CVCF and our partners that the Governor has been paying attention to the work that we are doing in the Central Valley and he wants to help. He challenges us to develop an investment plan to share with the Governor at the Economic Summit in November 2019.
- Mid-April CVCF staff starts fundraising to support community process; shops consultants, eventually engaging McKinsey & Company, the Brookings Institution, Jobs for the Future, Central Valley Health Policy Institute, and the Urban Institute
- May 24 James Irvine Foundation approves a \$1.5m grant to CVCF for 1. Providing backbone support to the DRIVE initiative (meeting expenses, communications, consultants) and 2. regranting to community partners for their service in developing this plan.
- May 31 Executive Committee Kickoff; Executive Committee develops draft vision statement for the work.
- June (9, 13) Steering Committee Recruitment and Orientation; attendees formally register to participate on DRIVE Steering Committee
- June/July Steering Committee crowdsourced and evaluated a list of in-flight initiatives from institutions and community organizations that could potentially contribute to accomplishing the draft vision. Analyzed 125 ongoing initiatives for their potential impact and condensed them down to 27

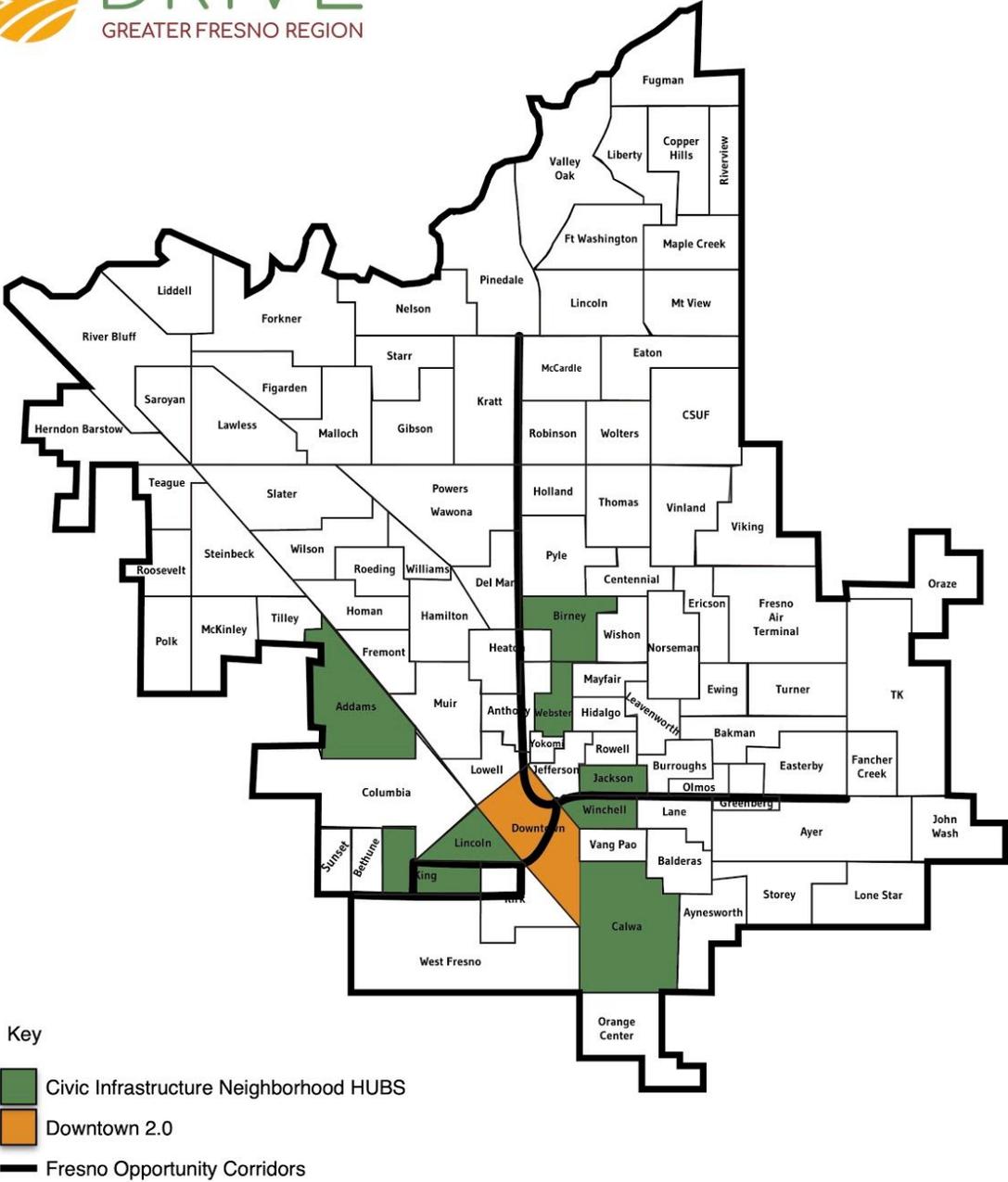
themes of investment areas for the Steering Committee to evaluate. Eventually, Steering Committee selects 19 initiatives to take through the business plan sprint and include in the investment portfolio.

- July 10 DRIVE Kickoff #1: 300 Steering Committee members representing 150 organizations learn about DRIVE goals, and participate in a [data walk](#) to learn more about the challenges facing the community by visiting three rooms (economic development, human capital, neighborhoods) with experts in each room to present information and answer questions. Steering Committee members weigh in on the data, sharing insights, data, and questions.
- July 18 DRIVE Kickoff #2: The Steering Committee reconvenes, reflecting on the previous meeting, works together to further develop the portfolio of initiatives, and begins to organize for the 6-week business planning process ahead. [This video](#) is a recap of the Steering Committee kickoff meetings.
- July/August Over the next 6-8 weeks, workgroup leaders convene their workgroups to draft their individual plans. The McKinsey team works directly with the groups, facilitating and advising. Many, but not all, of the workgroup meetings took place at CVCF and our back-of-the-envelope count shows that our Executive Committee, Steering Committee, and workgroups dedicated a collective 5,525 hours over 6 weeks to draft this plan.
- Throughout the process, the group wrestles with how to dive deep into race and equity, recognizing that the group would not be able to adequately assess the plans nor solicit resident feedback in the DRIVE timeframe. To that end, the DRIVE Executive Committee created a Race Equity Advisory Committee to structure DRIVE’s approach for its race equity and community engagement goals, making them coequal to the economic development, neighborhood revitalization, and human capital goals to provide TA and support for plan evaluation and community engagement.
- August 15 DRIVE Executive Committee members officially brief City Council on the progress of the plan.
- September 9 Steering Committee Meeting #3: Presentation of draft work plans through 90-second pitches followed by a “science fair”-style walkthrough – for Steering Committee members to walk around the room and provide input/ask questions of workgroups and the leaders.
- September Community focus group report completed.

Refining work plans and putting together the final report.

- October 31 A delegation of Executive Committee members travel to Sacramento to present the plan to the Governor.
- November 6,7 The California Economic Summit is held in Fresno and the DRIVE plan is officially presented. [This video](#) captures the visit to the Governor and the Economic Summit.
- January 2020 The Governor [announces](#) that he is recommending \$65m for three DRIVE workplans from the 2020 state budget (\$15m for UCSF medical school, \$33m for Food innovation corridor, \$17m K-16 collaborative).
- March COVID-19 hits and the Governor’s revised budget [slashes all but \\$3.2m](#) for DRIVE projects (\$1.2m for UCSF, and \$2m for food corridor).
- April CVCF submits a grant request to Irvine Foundation to support coordination of the DRIVE coalition, support the work of the race equity committee/community engagement, and provide partial funding to stand up five initiatives. The \$15m grant request is approved in late June.
- June DRIVE [workgroups continue to meet](#); the Race Equity Advisory Committee has brought in consultants to help 1. Develop a shared analysis of race history and current realities in Fresno, 2. Develop a robust community engagement plan, 3. Establish the plan for a Resident Leadership Council as a companion to the Executive Committee, and 4. Build strategies for race equity monitoring, evaluation, and learning.
- The state budget is revised and legislators have reinstated the \$15 m allocation to support UCSF-Fresno medical school.
- Summer 2020 The Race Equity Advisory Committee hosts a series of shared understanding/analysis workshops to help level-set the DRIVE Executive Committee on the history and current realities of race and the impact of systemic racism in our community.
- Sept 9-11 DRIVE Executive Committee retreat to adopt the race equity plan and the DRIVE theory of change; to identify and affirm relationships (Executive Committee, CVCF Board/Staff, Community, etc) to set the stage for the DRIVE governance structure.
- Fall 2020 DRIVE Executive Committee will participate in a “fall lineup” to learn about economic development; a small group of members will workshop the DRIVE Executive Committee governance structure to be adopted by the larger committee by the end of the year.

APPENDIX B: FRESNO DRIVE CIVIC INFRASTRUCTURE NEIGHBORHOOD HUBS



July 2020

APPENDIX C: FRESNO DRIVE COMMITTEES' RESPECT AND RIGHT RELATIONSHIP MAPS

EXECUTIVE COMMITTEE



WORKGROUPS

What does “respect and right relationship” look like between the Executive Committee and the Work Groups?

Executive Committee Input to Workgroups	Workgroups' Input to Executive Committee
Executive Committee Responsibilities to Workgroups	
<ul style="list-style-type: none"> • Set clear expectations and hold the groups accountable—provide oversight and accountability in the form of feedback, monitoring and evaluation. • Provide support and guidance—help to remove obstacles, provide coaching, leverage resources • Regular communication—keep the teams informed of overall DRIVE progress • Be understanding—recognize challenging contexts and that there are varying levels of expertise and learning • Connect and align—bridge the gaps between workgroups and align and leverage work wherever possible. • Resolve disagreements • Unsure—the role is a bit squishy • Respect the expertise of the workgroups 	<ul style="list-style-type: none"> • Connect & Collaborate—connect initiatives, organizations & people; share ideas; watch for connections & disruptions • Leverage resources & offer support • Communication—share information & needs; provide a reporting template • Respect & Professionalism • Expectations, Flexibility & Autonomy—Autonomy so workgroups can be as creative as possible, understand plans will change based on funding and goals • Provide timely guidance and feedback
Workgroups' Responsibilities to Executive Committee	
<ul style="list-style-type: none"> • Responsiveness—make changes to the work plans and activities based on feedback and guidance • Provide regular updates—keep the EC informed of work, progress, and challenges • Accountability—deliver on outcomes, show progress toward goals as outlined in approved work plans • Ask for help and accept feedback—be honest about progress and challenges and accept feedback when it is given • Demonstrate trust, respect, and openness • Ensure race equity is addressed in all facets of the work 	<ul style="list-style-type: none"> • Reporting—Provide timely information; honest communication; keep them informed & engaged • Trust & Respect—Treat with mutual respect; be honest and trust one another; assume the best • Connection to the overall initiative; connect to big picture • Accept feedback and ask for support—Acceptance of guidance and feedback; seek conversations; ask for support • Produce outcomes—Keep commitments, advocate for community ideas; due diligence that plans are thorough and thought out and works with RE Team to infuse inclusion

What does “respect and right relationship” look like between the Executive Committee and the Race Equity Committee?

Executive Committee Input to Race Equity Committee	Race Equity Input to Executive Committee
Exec Committee Responsibilities to RE Committee	
<p>Listen, learn and integrate race equity positions into all facets of DRIVE’s work Commit to racial equity throughout the process and for the long-haul of DRIVE and beyond Respect the committee members’ recommendations and expertise Provide structure necessary for all workgroups and committees to integrate recommendations Elevate and support racial equity principles and action Be open to a messy process and difficult conversations</p> <ul style="list-style-type: none"> • Acknowledge and compensate members’ efforts 	<ul style="list-style-type: none"> • Support and openness for the engagement—meaningfully engage in the RE work and spaces; honor the Committee’s recommendations • Conflict resolution—In the event there is no agreement on a recommendation, the EC is responsible for expressing this, communicating its cause, and expressing how it can be resolved. • Mutual accountability and transparency • Commitment to implementing RE framework & shared understanding to avoid mistakes of the past.
RE Committee Responsibilities to Exec Committee	
<p>Regular communication to executive committee Clear guidelines for Race Equity Committee’s role and implementation of the Race Equity Framework or Plan. Always learning and sharing recommendations, relevant data, and context Listen without blame, bias, or assumptions Be mindful of the difficult topic- damaging to all, and a new framing for some</p> <ul style="list-style-type: none"> • Do the work and push DRIVE towards change and creating space for conversation 	<ul style="list-style-type: none"> • Guidance & communication—constant and clear communication on all aspects of DRIVE to maximize alignment of DRIVE work • Humility—willingness to deal with our own s*#! • Technical Experts—find the best information and experts we can find • Space for EC to engage meaningfully in collective shared analysis / root cause learning, which enables the overall alignment.



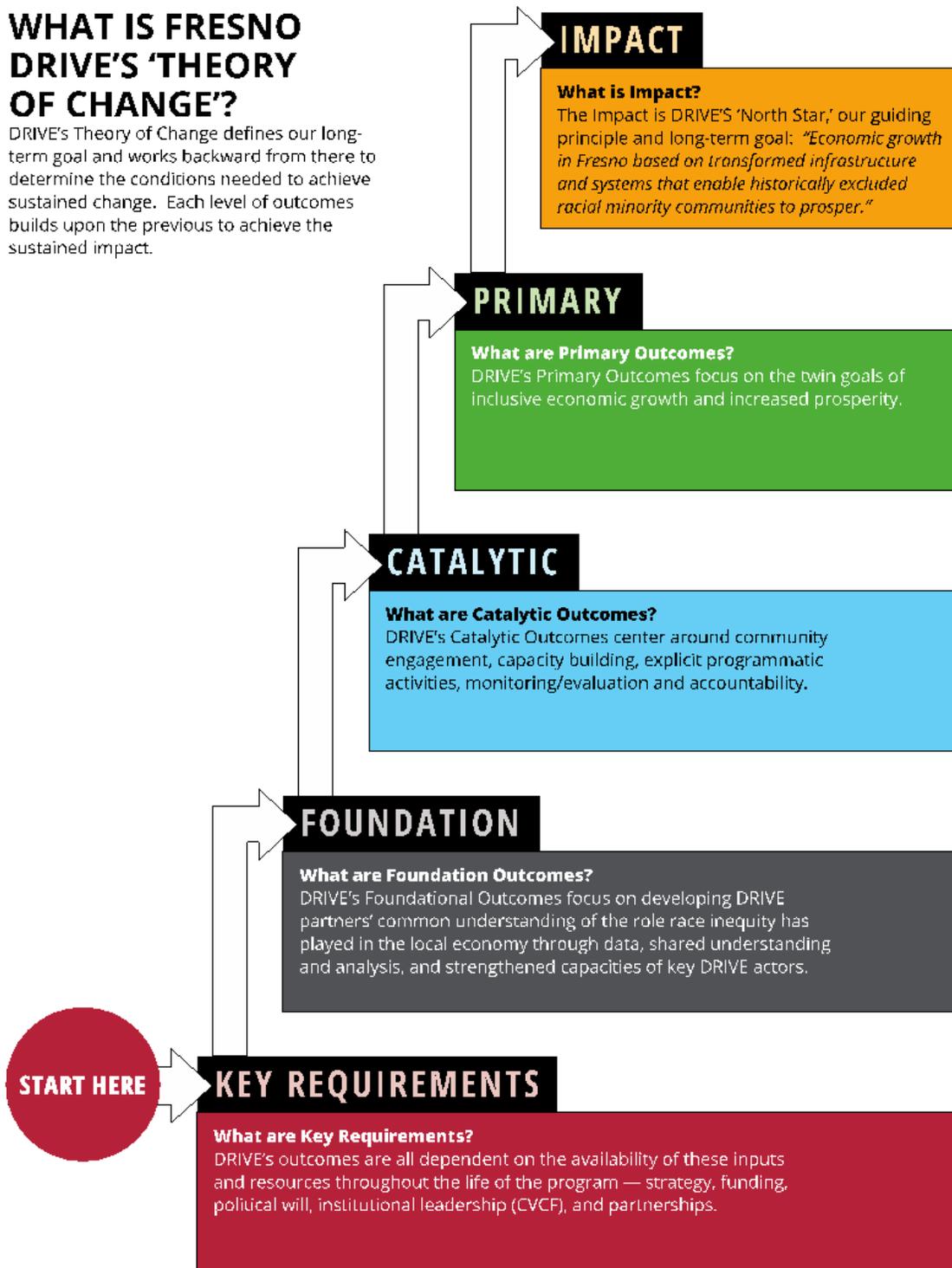
What does “respect and right relationship” look like between the Race Equity Committee and the Work Groups?

Race Equity Input to Workgroups	Workgroups Input to Race Equity Committee
Race Equity Committee’s Responsibilities to Workgroups	
<ul style="list-style-type: none"> • Providing resources, structure, and feedback— Adopt a “helping posture;” provide oversight and reporting expectations for each workgroup; provide a clear framework and understanding to implement and achieve race equity expectations and goals in the work group plans. • Honesty, candor, and asking the tough questions. • Trust Workgroups—don’t micromanage but trust WGs to embed equity into their projects. 	<ul style="list-style-type: none"> • Provide a clear structure and resources— provide a framework for how race and equity implemented in the work, including any expectation the RE has, and resources for teaching and implementation • Offer feedback and guidance—share ideas and viable strategies for the work, explain the rationale for the feedback • Be willing to learn about challenges— have patience with the workgroups and where they are in their learning journey • Answer questions in a timely manner • Serve as subject matter experts— share knowledge and expertise to teach others what you know
Workgroups’ Responsibilities to Race Equity Committee	
<ul style="list-style-type: none"> • Implementation - Commitment to incorporate REC’s recommendations. • Openness to working with REC and to learning from experts. • Be accountable to implement and achieve race equity goals with ongoing support from REC. • Not sure. 	<ul style="list-style-type: none"> • Commit to implementing feedback from the RE Committee—be open to feedback from the RE Committee and apply this feedback to their work. • Ask for help—seek review and ask for help when needed • Communicate openly • Meet the R&E Goals—regularly report on progress and results • Reflect on the work being done— take time to be introspective • Demonstrate mutual respect

APPENDIX D: FRESNO DRIVE THEORY OF CHANGE

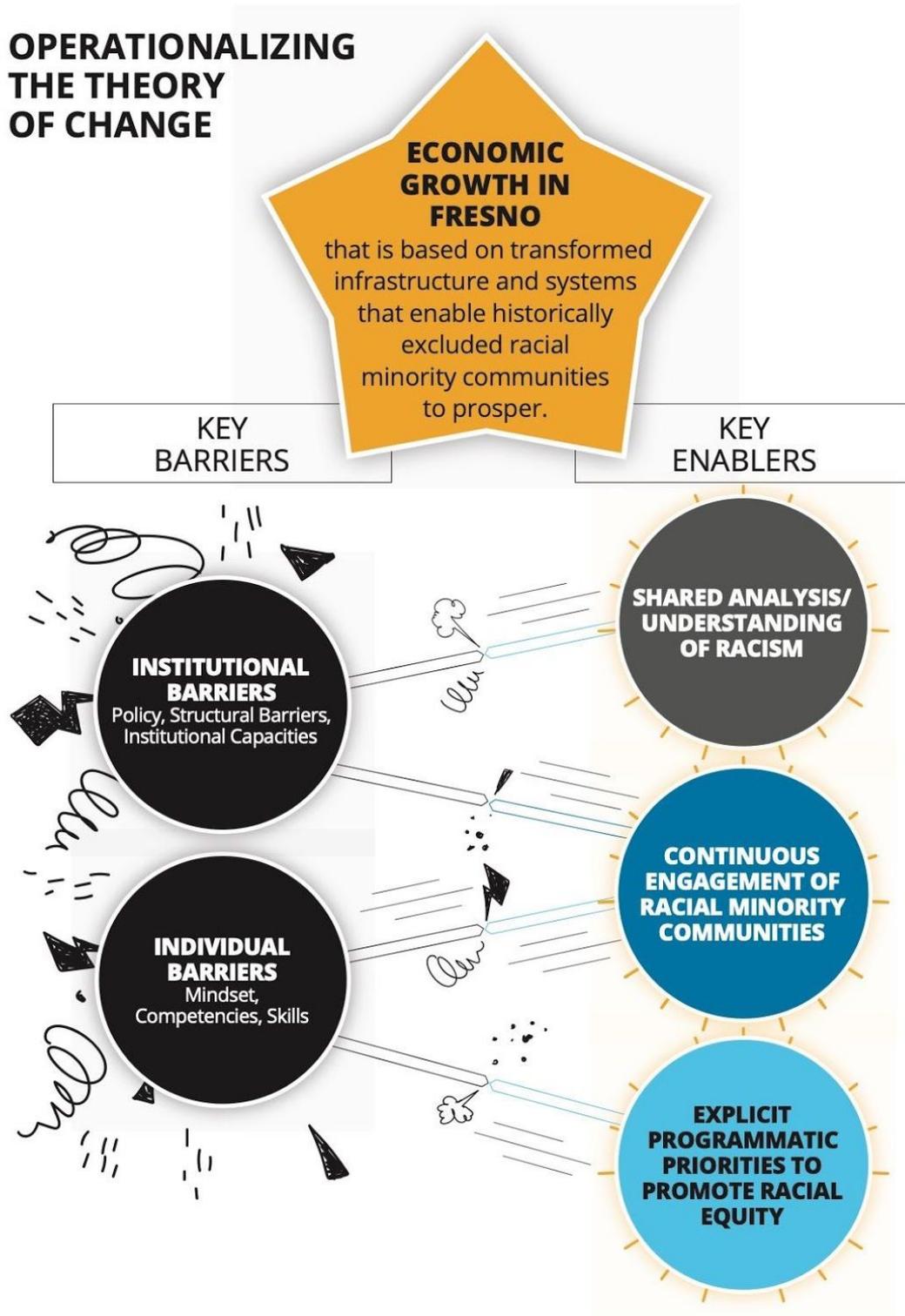
WHAT IS FRESNO DRIVE'S 'THEORY OF CHANGE'?

DRIVE's Theory of Change defines our long-term goal and works backward from there to determine the conditions needed to achieve sustained change. Each level of outcomes builds upon the previous to achieve the sustained impact.

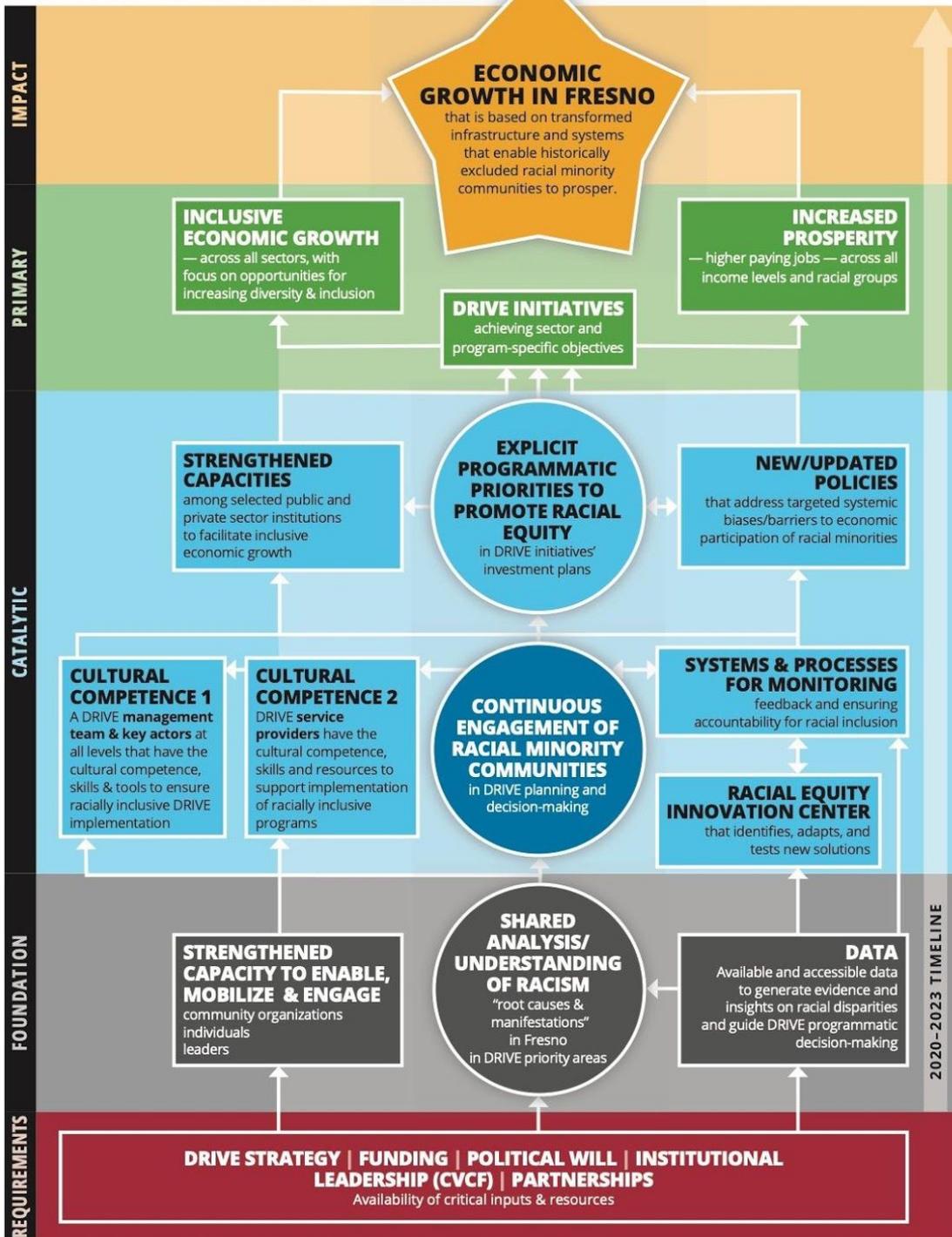


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OPERATIONALIZING THE THEORY OF CHANGE



DRIVE'S THEORY OF CHANGE



APPENDIX E: FRESNO DRIVE ADOPTS THE COMMUNITY ENGAGEMENT SPECTRUM

COMMUNITY ENGAGEMENT SPECTRUM

Transformative Community Engagement Framework Phases:		Problem/Issue Identification			Strategy Development	Operational Planning & Project Development	Project Implementation & Performance Monitoring
STANCE TOWARDS COMMUNITY	0 IGNORE	1 INFORM	2 CONSULT	3 INVOLVE	4 COLLABORATE	5 EMPOWER for IMPACT	
IMPACT	Marginalization	Placation	Tokenization	Voice	Designated Power	Community Control	
COMMUNITY ENGAGEMENT GOALS	Deny access to decision-making processes	Provide the community with relevant information	Gather input from the community	Ensure community assets, needs & concerns are integrated into process & inform planning	Ensure community capacity to play a leadership role in implementation of decisions	Foster democratic participation and equity by placing full decision-making in the hands of the community	
MESSAGE TO THE COMMUNITY	<i>"Your voice, needs and interests do not matter"</i>	<i>"We will keep you informed"</i>	<i>"We care what you think"</i>	<i>"We can't do this well without you"</i>	<i>"Your leadership and expertise are critical"</i>	<i>"We want this to work so we support democratic and equitable processes led by community"</i>	
EXAMPLES OF TOOLS	Closed door meetings	Fact sheets Open Houses Presentations Billboards Videos	Public comment Focus Groups Community Forums Surveys	Interactive Workshops Polling House Meetings Community forums	MOU's with Community-Based Organizations Consensus building Citizen Advisory Committees Participatory Action Research	Community-Driven Planning Community Organizing Open Planning Forums with Citizen Polling Participatory Budgeting Participatory Action Research	
RESOURCE ALLOCATION RATIOS	100% systems admin	70–90% to systems admin 10–30% to promotions and publicity	60–80% to systems admin 20–40% to consultation activities	50–60% to systems admin 40–50% to community involvement	20–50% to systems admin 50–70% to community partners	0–20% to systems admin 80–100% to community partners and community-driven processes	

(International Association for Public Participation 2020)

APPENDIX F: FRESNO DRIVE INTERVIEWS

DRIVE Sponsor

Gretchen Moore, Chief Strategy Officer, Central Valley Community Foundation
Ashley Swearingin, President and CEO, Central Valley Community Foundation

Economy

Tara Lynn Gray, CEO Fresno Metro Black Chamber
Thomas Esqueda, Assistant Vice President, Fresno State Water & Sustainability/WET Incubator
Will Oliver, Vice President, Fresno Economic Development Corporation
Lupe Perez, Economic Development Director, Fresno Office of the Mayor and City Manager

Clair Whitmer, FUSE Corps Fellow, Fresno Economic Development

Community

Linda Gleason, Executive Director, Fresno Cradle to Career
Carole Goldsmith, President, Fresno City College

Neighborhoods

Sandra Celedon, CEO, Fresno Building Healthy Communities
Artie Padilla, Executive Director, Every Neighborhood Partnership
Laneesha Senegal, Executive Director, Helping Others Pursue Excellence/Vision

View

Race Equity Committee

Heather Brown, Chief Administrative Officer, Fresno Economic Opportunities Commission
Sabina Gonzalez-Eraña, Program Manager, California Endowment
Deborah Nankivell, CEO, Fresno Business Council

Consultants

Elvis Fraser, DRIVE consultant for Race, Equity, and Community Engagement, Sankofa Consulting
Tania Pacheco Werner, DRIVE consultant for Engagement, Data and Metrics, Fresno State Central Valley Health Policy Institute

CASE STUDY BACKGROUND

This case study was prepared as part of the Smart Incentives project, Reflecting Community Priorities in Economic Development Practice. The interviews for this case study were conducted between May and September 2020.

This report was commissioned by The Pew Charitable Trusts. The views expressed herein are those of the author and do not necessarily reflect the views of The Pew Charitable Trusts.

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