APRIL 2021

Community Ownership Collaborations for Resilience and Impact

SPARCC

Acknowledgments

Community Science is an award-winning research and development organization that works with governments, foundations, and nonprofit organizations on solutions to social problems through community and other systems changes. Since 1997, our mission is to support the development of healthy, just, and equitable communities. We provide an integrated approach to building the capacity of organizations and institutions, combining the principled, rigorous use of scientific methods with practical tools to foster learning and improved capacity for social change. Our work focuses on developing more effective strategies to change systems so that they promote more equitable health, economic achievement, youth leadership, and social justice.

This guide was authored by Community Science staff members Brandon Coffee-Borden and Amy Minzner in collaboration with SPARCC staff. The guide is designed to explore efforts to share administrative burdens related to community ownership and land stewardship. The experiences described in the guide, lessons learned, and key considerations are designed to provide insights and guidance for organizations interested in pursuing such approaches. This research was conducted as part of a larger project in which Community Science worked with SPARCC to explore community ownership approaches with a racial equity lens.

More Acknowledgments

We would like to thank Sondra Ford, Director, SPARCC Initiative, of the Low Income Investment Fund, and Devin Culbertson, Senior Program Director, Initiatives of Enterprise Community Partners, Inc., for their direction, guidance, input, and expertise. We would also like to thank the representatives of Atlanta Land Trust, Dudley Street Neighborhood Initiative, Crescent City Community Land Trust, New York City Community Land Initiative, Northern California Land Trust, and South Florida Community Land Trust Network for sharing their experiences, which informed the development of this guide.

TABLE OF CONTENTS

INTRODUCTION

Achieving More Through Collaboration

Across the United States, there is a growing emphasis on using community ownership strategies to preserve community culture, ensure affordability of housing and commercial spaces for longtime residents and business owners, and to build community wealth. Implementing these strategies, though, is complicated and expensive. For example, shared equity homeownership programs like limited equity housing cooperatives, community land trusts (CLTs), and shared appreciation loan programs that are designed to keep properties permanently affordable require development or finance experience, legal expertise, and elements such as homebuyer education, monitoring, and resale management.

Securing and delivering these activities is costly and difficult to sustain. Because of this, community ownership initiatives and programs have been experimenting with efforts to share administrative burdens in order to ensure lasting affordability. In recent years, CLTs in particular have begun experimenting with the different roles they can play in supporting community ownership by sharing the administrative burden and working together. This has been especially important when there are multiple organizations that have or are trying to set up CLTs in a city or region and/or when there is a region with great need that would benefit from a network of locally grounded organizations.

Drawing on this experience, this guide explores community land trusts' efforts to develop "hub" and "spoke" approaches to CLT development and maintenance. The "hub" is an entity that provides centralized support to multiple "spokes," which could be tenant groups, community-based organizations, small or start-up CLTs, cities with inclusionary units, or even small urban farms.

The guide is built upon a series of case examples (see the appendix). We used these case studies to identify lessons learned and key considerations for organizations interested in pursuing a collaborative

approach to implementation based on the experiences highlighted. In selecting case studies for this guide, we looked for hub-and-spoke approaches that were embarking on attempts to share core CLT functions in a variety of community and market settings. The data were collected through open-ended stakeholder interviews with CLT board members, staff, and advisors, which led to a better understanding of why these organizations began considering the collaborative models as a tool in their communities, what sort of outcomes they hoped to achieve, and progress to date. Secondly, we reviewed available organizational documents including relevant studies, reports, plans, and similar materials in order to shed light on the processes that the organizations used to discuss and plan for the hub-and-spoke model and to execute its activities.

The guide describes hub-and-spoke approaches generally and provides an overview of three hub-and-spoke approaches that have gained traction in recent years. We then conclude with guidance for organizations hoping to pursue hub-and-spoke arrangements in their communities. While this guide provides lessons learned and experiences from the CLT context, it is relevant to many forms of community ownership that benefit from coordination, require high technical capacity for entry and success, and a large amount of funding or resources to get started or sustain the work
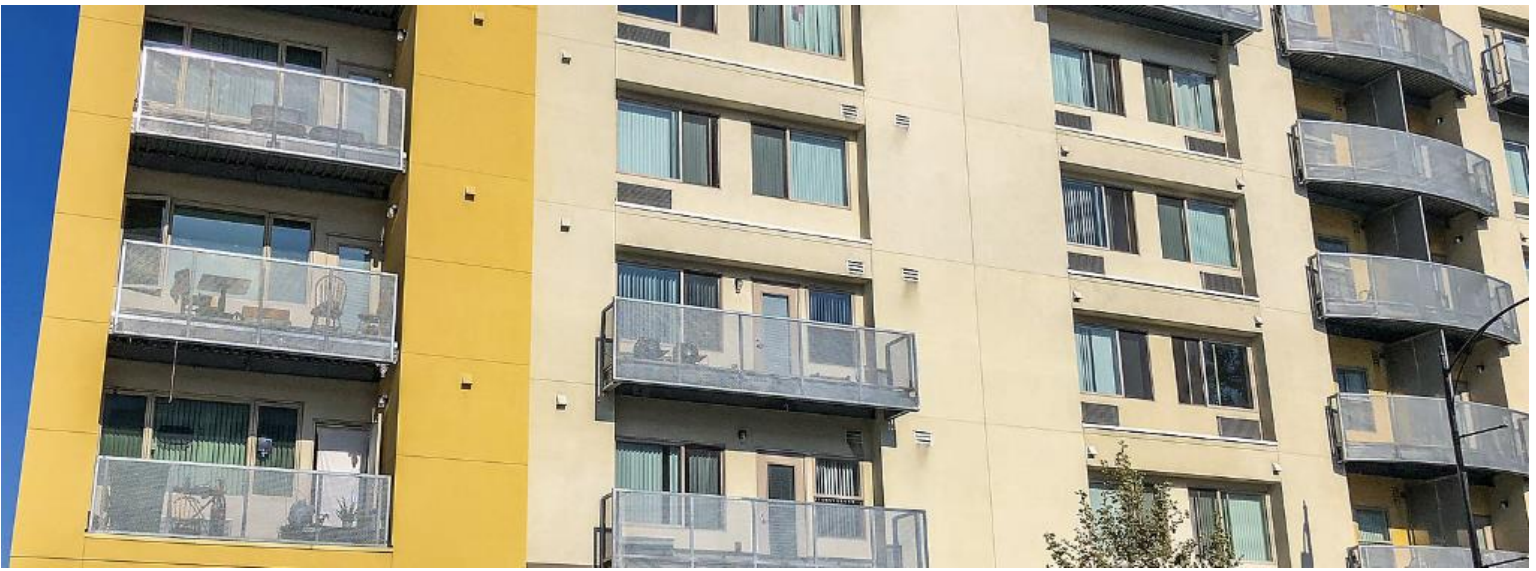
Hub-and-Spoke Approaches

The hub-and-spoke design consists of an entity (hub) that takes on key activities that benefit from centralization. The hub is complemented by satellite entities (spokes) that take on activities that benefit from decentralization and that key stakeholders agree should remain with satellite organizations. The approach has the potential to provide greater efficiency by reducing the replication of the same operations across multiple sites. It is also scalable, and satellites can be added as needed or desired. Similarly, as the ecosystem grows and the geographic distance between the spokes and hubs makes communication and collaboration impractical or one hub cannot meet the needs of all satellites, an additional hub can be created.

The hub-and-spoke model originated in the transportation industry. For example, you may be familiar with its use by airlines. Hub airports are used to concentrate passenger traffic and flight operations at a given airport. It serves as a stopover point to get passengers to their final destination. The goal is to create economies of scale that allow an airline to serve cities that could otherwise not be economically served and to accomplish more with less. The model has been adopted by and used in many other industries, including education and healthcare. In the case of community ownership, the hub is an entity that provides centralized support to multiple spokes, which could be tenant groups, small or start-up CLTs, small urban farms, or other types of organizations. Exhibit 1 provides examples of potential hub and spoke arrangements.

Exhibit 1. Examples of Hub and Spoke Arrangements in the Community Ownership Context

Spokes	What Spokes Might Have	What Spokes Might Want from a Hub
Small or Start-up CLTs	• Active community members and board • Local funding	• Paid staff • Administrative services • Compliance systems
CDCs	• Housing development expertise • Homebuyer education	• Fundraising support • Post-purchase stewardship

Spokes	What Spokes Might Have	What Spokes Might Want from a Hub
Tenant groups	• Organized tenants • Interest in/capacity to purchase building	• Financing • Development • New tenant and leasing support
Urban farms	• Land held for community gardens and urban farms	• Accounting • Development • Real estate transactions

Community ownership efforts have sought to strike a balance between neighborhood control and leveraging the expertise of organizations with the capacity to help make community ownership a reality through hub-and-spoke approaches. For example, in an attempt to maintain the benefits of CLTs while addressing the challenges of funding and administrative burdens, CLT stakeholders specifically have begun to explore alternate approaches to developing and maintaining CLT ecosystems over the last 15 years. The goal of establishing a hub has typically been to reduce overall costs through economies of scale and help smaller CLTs struggling with administrative costs, knowledge gaps, and contextual factors specific to the community. The hub entity often can execute functions that are beyond the ability of small neighborhood-based organizations (e.g., negotiate with local government to obtain resources, secure land, and build a policy environment that is favorable to CLTs). In addition, the hub can provide training and technical support to spoke organizations, which are more cost-effective to provide in group settings and create opportunities for connections between spoke organizations. Further, the hub can provide a single point of connection to funders, which can increase the collective leverage of the organizations beyond what they could accomplish individually.

Focusing specifically on CLTs, there are three hub-and-spoke approaches commonly used — the Backbone and Incubator, the Central Server, and the Network. These models are described in Exhibit 2. While the models have emerged as three distinct approaches to addressing CLT funding and administrative burdens, they are not necessarily mutually exclusive. For example, a central server is intended to perform some of the same functions as a backbone and incubator but seeks to do so in a more comprehensive and centralized way and to lend its expertise and capacity to others as its sole function rather than balancing it with other organizational priorities. Similarly, while networks can exist without an organization acting as a backbone and incubator, they often have one serving as an anchor for the network.

Next, we provide an overview of these three hub-and-spoke approaches that have gained traction in recent years and key considerations for their adoption. We then conclude in the final section with reflections on overarching considerations for organizations hoping to pursue hub-and-spoke arrangements in their communities.

Exhibit 2. Hub-and-Spoke Approaches

| Hub-and-Spoke Approach	Description	Cost	Primary Funding Sources
Backbone and Incubator	A backbone and incubator is an organization within the CLT ecosystem that coordinates and supports the work of other CLT partners in the community and may take on some administrative functions to support the work of formal or informal stakeholder networks. The organization also takes on the role of helping startup or small community land trusts grow and succeed by providing free or low-cost workspaces, mentorship, expertise, access to financing, fiscal sponsorship, and in some cases, working capital in the form of a loan.	Moderate (approximately $300,000 per incubated organization)	• Philanthropic • Public • In-kind contributions from backbone and incubator (for example, staff time) • Public tax credits and developer fees when acting as a CLT
Network	In the case of CLTs, a network is a group of CLTs (and, at times, CLT stakeholders) that join together to gain legitimacy, advocate, serve resident and homeowner needs more effectively, access and leverage resources, learn or build capacity, share risk, and address complex problems that are beyond the capacity of a single organization.	Low to moderate ($5,000 per year for small networks to $300,000 per year or more for large networks with dedicated staff and infrastructure)	• Philanthropic • In-kind contributions from members (for example, staff time and resources)
Central Server	A central server is a single incorporated organization that has the primary role to share their capacity and expertise with other CLTs and community stakeholders (whether incorporated or not) across a state, region, or city. The central server is envisioned as a "one-stop shop" that offers CLTs a multitude of services, all under one roof, across an entire city or region, compared to having separate institutions for each area of need or multiple backbone organizations within the system.	High (approximately $300,000 or more per year depending on services and staffing)	• Philanthropic • Public • Public tax credits and developer fees when acting as citywide CLT

BACKBONE AND INCUBATOR

Backbone and incubation approaches are characterized by flexibility. One or more organizations within the community step up to coordinate or support one or more partner organizations over a period of time with services and activities that are tailored to its needs and the state of the community. While an organization could serve as either a backbone or incubator function separately, it is the unique combination of these two roles within a single entity that has supported growth and sustainability within the CLT context by both anchoring the local CLT ecosystem and directly meeting the administrative needs of small or start-up group and organizations interested in community ownership. **A backbone and incubator is an organization within the CLT ecosystem that coordinates and supports the work of other CLT partners in the community and may take on some administrative functions to support the work of formal or informal stakeholder networks. The organization also takes on the role of helping start-up or small community land trusts grow and succeed by providing free or low-cost workspaces, mentorship, expertise, access to financing, fiscal sponsorship, and, in some cases, working capital in the form of a loan.**

Exhibit 3 provides a depiction of the backbone and incubator model. The black circles represent organizations being incubated (within the backbone and incubator) and that have been spun off into independent organizations (outside the boundaries of the backbone and incubator). The white circles

Exhibit 3. Backbone and Incubator
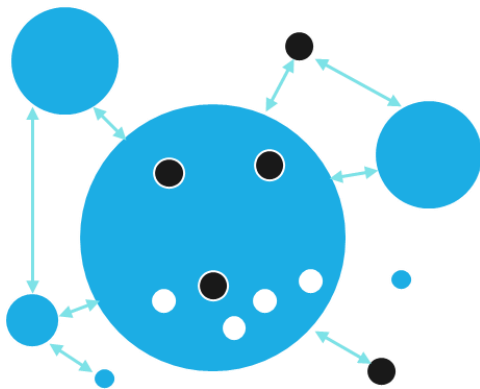
are various community ownership projects being pursued by the backbone and incubator. The arrows represent connections between and among organizations within the local environment, with the backbone and incubator serving an anchoring role. The appendix describes the experiences of two organizations that have served as both backbone organizations in their communities and incubators: Dudley Street Neighborhood Initiative (DSNI) and Northern California Land Trust (NCLT).

The advantage of the backbone and incubator model is that each organization can focus on its strengths. Small or start-up CLTs can receive training on essential skills and information they need to run their organizations and assist with efforts like grant writing, planning and design, partnership development, resource acquisition, nonprofit filing, and financial management. The backbone and incubator can guide the start-up CLTs through a comprehensive set of management areas, instilling best practices and ensuring organizations are ready to achieve sustainable growth once they are ready to spin off from the incubating organization. The backbone and incubator may take care of administrative tasks and keep the small or start-up CLT in compliance, freeing them up to focus their time and energy on making an impact within their neighborhoods. The backbone and incubator may connect these organizations with a community of mentors and other successful CLT leaders, improving the organization's network and providing a foundation for shared learning and support.

Ultimately, the relationship can be scaled to match the start-up or small CLT's needs and may differ across the different CLTs a backbone and incubator works with — from an organization that needs fiscal sponsorship alone to an organization that needs to contract for back office functions.

KEY CONSIDERATIONS FOR USING A BACKBONE AND INCUBATOR APPROACH

Identify organizations that are already playing a role as a community broker. Brokers play an integral role in connecting different communities of stakeholders, moving knowledge and information or intermediating resource exchanges. In doing so, brokers have various types of advantages based on their access to information and their opportunities to facilitate resource exchanges. They may not be formal leaders within the CLT ecosystem, but they know who can provide critical information or expertise that the entire system draws on to get things done. They may connect one or more organizations with other parts of the community or with similar networks in other communities. These brokers take the time to consult with and advise individuals from many different neighborhoods — marketing, property management, or development, for instance — regardless of their own concerns. They may also help disseminate information and keep different subgroups in the ecosystem connected. If they did not facilitate this communication across the subgroups, the system as a whole might break into smaller, less effective parts. Despite the enormous influence these brokers wield within the CLT ecosystem, they are often invisible to some in formal positions of leadership. The experiences of DSNI and NCLT suggest that these are ideal organizations to begin forming a hub-and-spoke system around.

The characteristics, structure, and capacity of potential organizations must be considered carefully before taking on the role of backbone and incubator. The experiences of DSNI and NCLT noted that successful backbones must employ key approaches to enable their work: building relationships among community stakeholders, creating focus and urgency around the central issues of concern for CLTs (e.g., capacity to complete real estate transactions and policy change), framing issues to highlight both opportunities and challenges, and reflecting on their activities and role in the community over time. They must often ensure coordination and shared accountability among partners to foster and preserve the trust needed to benefit the CLT ecosystem. The experiences also suggest that the structure and staffing for the backbone and incubator depends on the context, the needs, and the resources available in the community. Nonetheless, when identifying a backbone and incubator, stakeholders should consider several interrelated questions before assigning specific functions to a given entity:

- Does it make sense to have an existing organization play the role or to create a new organization to take on the role?
- Is there an existing organization already informally functioning in this role, such as an existing broker? If so, how might this role be expanded or formalized? Is formalization needed?
- How much excess staff and other capacity does the organization need to support others and continue any existing organizational activities? How many full-time employees?
- Who will fund the infrastructure (e.g., salaries, benefits, and operating expenses) in the short term? In the long term?

Many different types of organizations can play the backbone and incubator role. Exhibit 4 highlights some of the advantages and disadvantages of different types of organizations to consider.

Exhibit 4. Advantages and Disadvantages of Different Types of Organizations as a Backbone and Incubator

Backbones	Description	Advantages	Disadvantages
Public Entity	Government entity located at the local, regional, or state level.	• Ingrained public sector buy-in and support • Ability to leverage extensive public sector infrastructure if there are resources available	• Government bureaucracy may slow progress • Government funding may not be dependable
CDC or CDFI	CDC or CDFI may act as a planner, financier, and convener.	• Ability to secure start-up funding and ongoing resources • Ability to bring others to the table and leverage other funders	• May lack broad buy-in or be seen as driven by financial concerns • Potential perceived lack of neutrality
New Nonprofit or Private Organization	New entity is created through private funding.	• Perceived neutrality as facilitator and convener • Potential lack of "baggage" • Clarity of focus	• Lack of sustainable funding stream and potential questions about organizational priorities • Potential competition with more established community-based organizations
Existing Nonprofit or Private Organization	Established nonprofit takes on the role	• Credibility, clear ownership, and strong understanding of the issues • Sufficient capacity in place (if well resourced)	• Potential "baggage" and lack of perceived neutrality • Lack of attention to the backbone and incubator functions if poorly resourced.

NETWORK

In communities where the number of neighborhood CLTs has grown, these CLTs and other organizations involved in affordable housing often have gradually developed a self-organized system of relationships based on a common cause or focus on a shared goal. **In the case of CLTs, a network is a group of CLTs (and at times, CLT stakeholders) that join together to gain legitimacy, advocate, serve resident and homeowner needs more effectively, access and leverage resources, learn or build capacity, share risk, and address complex problems that are beyond the capacity of a single organization.**

Exhibit 5. Networks
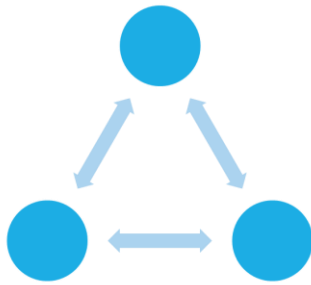
CLTs become connected through shared interests and commitments, work, or experiences. Participants often provide advice and support, learn from one another, and collaborate together. Thus, networks provide experienced and emerging organizations with access to resources that they can trust. These networks also seek to shape the environment (e.g., the framing of CLT issues, underlying assumptions, and standards for what is expected). Effective networks make it easier for CLTs to find common ground around the issues they care about, mobilize support, and influence policy and the allocation of resources. Typically, these networks start small with a few organizations working together to exercise leadership on CLT issues, but as the number of local networks grows and there is increasing interaction, these networks begin to align and connect to form larger networks at the local, regional, or state levels. These larger networks may be driven by a desire to achieve a specific goal or simply by the desire of each CLT to belong to something larger than itself.

Exhibit 5 depicts a sample network of three organizations that have come together to accomplish a shared goal. The appendix describes the experiences of four networks that have served as hubs within their communities: Bay Area Consortium of CLTs, Greater Boston Community Land Trust Network, New York City Community Land Initiative (NYCCLI), and the South Florida Community Land Trust Network.

KEY CONSIDERATIONS FOR THE ADOPTION OF THE NETWORK APPROACH

Be thoughtful about the network type and function to ensure mutual benefit. The benefits most likely to be realized by participants in any organizational network are those aligned with its purpose (e.g., information sharing). Network goals, however, may be self-generated or imposed, for example, by funders. They may also change over time, potentially creating tensions. Regardless, the organizations in the network must have goals that are aligned enough to promote cooperation and avoid conflicting desired outcomes. At the same time, the organizations must be diverse enough to promote a true advantage from collaborating. Exhibit 6 highlights examples of network types and functions that should be considered and articulated to ensure network members have a clear understanding of the network's purpose.

Exhibit 6. Examples of Network Types and Functions

Network Type	Function
Information sharing	Sharing information across organizational boundaries
Knowledge generation, management, and exchange	Generating new knowledge and spreading new ideas and practices between organizations
Capacity building	Improving the administrative capacity of network members
Individual, organizational, network and community learning	Supporting learning, which overlaps both with knowledge exchange and capacity building
Problem-solving and managing complex issues	Improving network members' response to complex issues and/or solving complex problems
Service delivery and coordination	Services are jointly produced by more than two organizations.
Innovation	Creating an environment of diversity, interaction, and openness with the goal of enabling and diffusing innovation
Policy	Monitoring and advocating for decisions within a particular area of policy, often with an interest in resource allocation
Capital solutions	Courting predevelopment resources, courting lenders to a market, advocating changes in appraisal and lending policy

Adapt network governance, leadership, management, and structure to the context. A key question for network members is how they will use structures of authority and collaboration to allocate resources and to coordinate joint action across the network as a whole. A contextually appropriate governance, leadership, and management structure is necessary to ensure that participants engage in collective and mutually supportive action, that conflict is addressed productively, and that network resources are acquired and utilized efficiently and effectively. Some networks, based on their size and complexity, may need a backbone organization to support the network's work. This backbone entity could be an organization already serving as a backbone and incubator, such as in the case of NCLT and the Bay Area Consortium, or another type of organization, such as in the case of the New Economy Project and NYCCLI.

Exhibit 7 highlights considerations for planning a network's governance, leadership, and management approach given the structure and characteristics of the network — such as the distribution of trust, number of participants, degree of goal agreement, and need for network-level competencies such as building legitimacy, bridging, negotiation, and advocating. For example, a group of organizations that have high levels of trust, relatively few participants, and clear agreement on goals could reasonably adopt a shared governance approach that has comparatively decentralized decision-making and will have a limited need for network competencies. This was the case for the Los Angeles CLT Network. A small group of local CLTs came together to form a decentralized network with a shared governance structure. The group was able to achieve success connecting CLTs and CDCs to fill a real estate skills gap and outline a project-by-project pipeline on how CLTs and CDCs would work together.

Exhibit 7. Examples of Network Governance, Leadership, Management, and Structure

Type	Description	Distribution of trust	Number of participants	Goal agreement	Need for network level competencies	Decision-making
Shared governance	There is no formal administrative entity. All participants contribute to network management and leadership.	Widely distributed among network members	Small number (less than eight)	High	Low	Decentralized
Lead agency	The network manager and administrative entity is one of the key network members.	Concentrated and occurring in pairs or small groups	Moderate (8 to 15)	Low	Moderate	Centralized
Separate administrative organization (SAO)	A separate administrative entity is established to manage the network, and a manager is hired.	Moderately distributed among network; SAO is monitored by members	Moderate to high number (15 or more)	Moderate	High	Mixed

Prepare for network dissolution or transformation as the environment changes. Given that networks generally emerge in response to contextually embedded, complex issues that require a collaborative response, there is a natural lifespan for a network, as highlighted by the experiences of the Bay Area Consortium of Community Land Trusts and South Florida Community Land Trust Network. There is sometimes a natural progression to dissolution if a network becomes less relevant (e.g., it accomplishes its goals for policy change). Other times, networks need to adjust their network type or function as the context changes. A network may also merge with other networks, for example, a regional network embedding itself in a state network — such as in the case of the Bay Area Consortium of Community Land Trusts and South Florida Community Land Trust Network — as the problems confronting it change. The following questions may be useful to consider as networks evolve and mature, encouraging reflection on whether dissolution or transformation is needed:

- Has the network reached a point where what it can offer has been maximized?
- Is the reason for which the network was formed still an issue?
- Is the network still able to demonstrate its added value?
- Is the network's vision still valid?
- Do network members still need the network to advance their vision for community ownership?

To address the need to minimize the financial and administrative burden of CLTs while maintaining

Exhibit 8. Central Server

community control, some communities have turned to a central server approach to developing and supporting a vibrant CLT ecosystem. The approach is seen as beneficial because it enables the state, region, or city to balance responsibilities and administrative capacities of the central organization with those o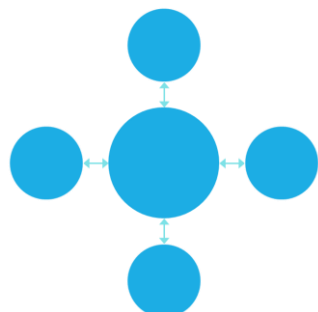f the neighborhood organizations. **A central server is a single incorporated organization that has the primary role to share their capacity and expertise with other CLTs and community stakeholders (whether incorporated or not) across a state, region, or city**. The central server is envisioned as a "one-stop shop" that offers CLTs a multitude of services, all under one roof, across an entire city or region, compared to having separate institutions for each area of need or multiple backbone organizations within the system.

Exhibit 8 depicts the central server model with the central server organization at the core and other organizations connected to it for support and partnership. The appendix describes the experiences of two organizations that were originally formed to act as a central server within their communities: Atlanta Land Trust (ALT) and Crescent City Community Land Trust (CCCLT).

KEY CONSIDERATIONS FOR ADOPTION OF THE CENTRAL SERVER APPROACH

The burden placed on a central server is high, making the central server approach difficult to sustain over the long term. The central server models in Atlanta and New Orleans were designed to facilitate the rapid development of citywide approaches to permanently affordable housing through the use of CLTs, striking a balance between neighborhood control and leveraging the expertise of larger organizations. Supporters of the central server model hoped it would lead to a rapid growth in the number of neighborhood-based community land trusts by using a central entity to support their work with a variety of technical services. These ranged from accounting, development, and real estate transactions to negotiating with funders and lenders and a variety of other services that require expertise difficult for a small nonprofit to develop. In both cases, the burden placed on the central entity was high, and ultimately, neither organization was able to sustain its central server function. Eventually, both organizations moved to embrace their role as a citywide CLT while abandoning the central server role.

The central server may be effective if it has access to sufficient levels of funding to support sustainability and demonstrated community support. The experiences of ALT and CCLT suggest that the central server model could be effective in its goal of facilitating the rapid scaling of citywide approaches to community ownership under the right conditions. A community would need to put in place plans and resources to support current and prospective operations, with intentional planning for short-term and long-term financial needs, creating a range of financing options, and considering how sustainability might be enhanced through diversity in the central server's funding streams. Similarly, a central server must be built on a foundation of community and political support. This requires intentional effort because the CLT model, despite its growth in recent years, remains complex and relatively unknown to many community members, public officials, and other stakeholders. Therefore, communities that hope to adopt a central server model need to engage in significant public education

and advocacy. A better understanding of the CLT model along with the development of community champions leads to better interorganizational partnerships, public and philanthropic support, and a strong pipeline of prospective buyers.

In the absence of high levels of funding and an existing foundation of community support, a structure of shared administrative roles across organizations may hold more promise than a single central sever organization. The experiences of ALT and CCCLT suggest that a shared administrative structure where multiple organizations take on the various administrative roles may be a promising alternative to the concept of a central server, creating a comprehensive spectrum of support to fulfill the needs of CLTs as they work together. Within such a structure, there may be a lead organization that serves a key role as a backbone and incubator, but the administrative functions (e.g., back office functions, legal, compliance, information technology, and data systems) can be much more widely distributed than in a centralized structure. The benefits of this approach include wider community ownership for the work, the ability to match the skills of an organization with a specific function, and relief from having to find a single entity that can play many of the administrative functions alone. Finding multiple partners to fulfill the necessary administrative roles also increases engagement from these partners; partners may feel more invested and accountable for the work of the ecosystem when they have provided in-kind support. Having multiple partners fulfill administrative functions through in-kind support also decreases the amount of money that an organization must raise. Challenges to this approach might include (1) a need for increased communication and coordination between all of the different organizations playing an administrative role, (2) shared overhead that is scaled too quickly without the project and fee volume to support it, and (3) the potential for lack of clarity in roles and responsibilities between contributing organizations.
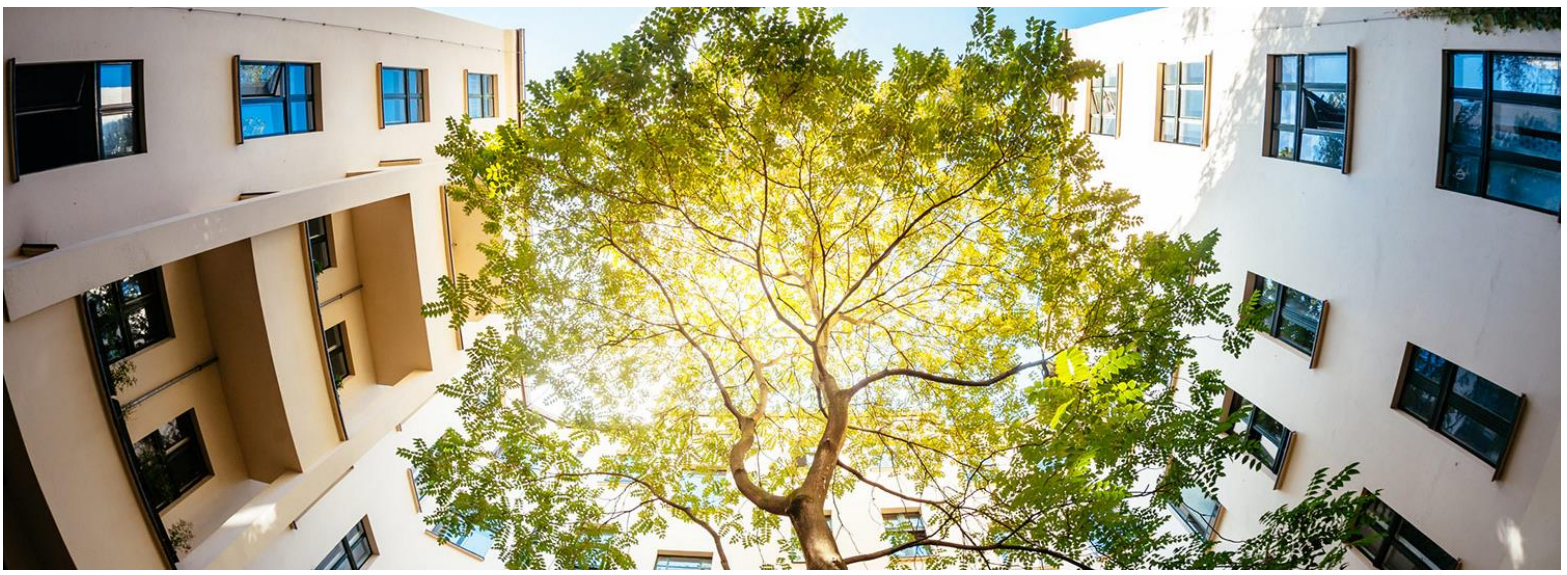
Considerations for Hub-and-Spoke Approaches

This section provides overarching guidance for organizations considering hub-and-spoke arrangements in their communities based on the reflections of representatives from the organizations interviewed and the observations of the research team.

Clearly articulate the responsibilities held by the hub and the responsibilities held by the spokes. The experiences of all the organizations highlighted in the included case studies show that it is critical to remember that both hubs and spokes have assets and resources that can serve the greater good. To ensure the coming together of these assets and resources is maximized, successful hub-and-spoke models create clarity. Stakeholders benefit from developing a list of all typical CLT activities or functions and subdividing them into three categories: (1) those that are inherently detailed and grassroots, responding to particular neighborhood context and politics, (2) those that are common to all CLTs and broader in scope, and (3) those that are a combination of both. For example, in some cases hub-and-spoke organizations may agree that property management should be the hub's responsibility and a critical opportunity to share administrative burden. In other cases, however, spokes may feel strongly that property management is a function that should be locally controlled so that it remains responsive to resident needs. As stakeholders assign functions to these categories, first individually and then collectively, a consensus must begin to form around which functions could be performed by a hub and which would need to be performed by spokes to maintain the political and functional integrity of the model. Exhibit 9 describes key functions that should be considered as part of this subdividing process.

Exhibit 9. Key Functions of Community Land Trusts

- Public policy advocacy
- Land acquisition and disposition coordination
- Information and resource clearinghouse and sharing
- Coordinating collaborative partnerships
- Coordinating training and technical assistance
- Housing development planning
- Project financing and resource development and fundraising
- Procurement coordination
- Community organizing

- Governance and community outreach
- Land-use planning
- Construction and development
- Land ownership
- Buyer counseling and case management
- Post-purchase stewardship
- Sales and property management
- Legal
- Compliance (funder reporting, compliance, legal compliance, accounting)
- CLT incubation and support

Focus on the implications of land ownership and stewardship for both hubs and spokes. In the cases of DNI and NCLT, incubated entities (i.e., the spokes) were intended to be the landholding entities. While in some contexts it may make more sense for the hub entity to be the landholding entity, spoke entities may very well have a desire to own the land themselves at some point in the future in order to better secure local control over what happens in their neighborhood. A hybrid approach could be initial ownership of the land by the central server entity, as in the case of NCLT, with local spoke entities having an option to purchase the land at a later date once the spoke entity has gained the capacity to steward the land itself. Additionally, a clause could be included in an initial agreement to provide that, in the event a local entity was to fail, land would then revert to the hub. Regardless, the entity responsible for stewardship must be prepared to take on the financial burden of the duties and activities needed to support community ownership over the long term. Such activities include monitoring the built environment, homeowner education and skill development, managing relationships with government entities and utility providers, supporting the democratic nature of community ownership, and project oversight and management.

Assess, adapt, and adjust hub functions over time. When using a hub-and-spoke model, it is critical to hold regular reviews, analyzing and reflecting on the supportive infrastructure needed to achieve the city or region's goals for establishing a hub. It is also important to be willing to adapt the structure accordingly. As the community progresses and evolves, so should the infrastructure that is in place to support the CLT. Often in the early stages, one or two partners may step up to drive the work forward, assuming many of the administrative functions. However, a partner that was well positioned to play the administrative role in the early stages may no longer be as appropriate to fulfill new functions that might be needed (e.g., data analysis, communications, facilitation, and policy). In this way, an evolution of the hub structure may be required to include additional partners who have specific expertise in these new areas. This evolution allows the structure to distribute the new responsibilities with partners better positioned to lead them.

> **Commitment to equity demands that hub processes be equitable. Community voice and agency is not a box to check but rather a core element of**

Develop clear structures and processes to integrate community voice and power to support equity. One of the hub's critical roles is to reinforce a focus on equity and inclusion as the core of community ownership efforts. An organization acting as a hub must begin its

commitment to equity and inclusion by examining its own internal practices, structures, and staff. Hub staff must have the cultural competency to work with leaders across community institutions and roles that are central to community ownership, from leading business representatives to government actors to community members. The hub should consider several important equity-focused questions:

- How do we effectively integrate community voice into highly technical aspects of community ownership?
- How do we authentically and meaningfully involve community members who have been historically excluded from decision-making?
- How do we engage stakeholders in difficult conversations about class, gender, race, ethnicity, language, and culture without alienating those who need to be involved?

Commitment to equity demands that hub processes be equitable. Community voice and agency is not a box to check but rather a core element of community ownership. Strategies for building authentic partnerships may include hiring community members to serve within the hub entity team; providing space for community members to be authentically and meaningfully involved (holding the meetings at a place within the community itself and at a time convenient for community members); compensating community members for their time and contributions (paying a living wage for time, covering fees for travel); and providing childcare options if needed. Further, it may be easy to find a few particularly enthusiastic community leaders. Hubs must avoid the practice of allowing only a few community members to have a say by seeking out and integrating diverse segments of the community into the hub's processes and structures. Critically, hubs must recognize that leaders in community-based organizations cannot be substitutes for community member voice, although they are key players in the CLT ecosystem and should be included in hub efforts.

References

Davis, J. E. (2010). Origins and evolution of the community land trust in the United States. *The Community Land Trust Reader*, *1*(4), 3–47.

DeFilippis, J., Stromberg, B., & Williams, O. R. (2018). W(h)ither the community in community land trusts?. *Journal of Urban Affairs*, *40*(6), 755–769.

DuBow, W., Hug, S., Serafini, B., & Litzler, E. (2018). Expanding our understanding of backbone organizations in collective impact initiatives. *Community Development*, *49*(3), 256–273.

Ehlenz, M. M., & Taylor, C. (2019). Shared equity homeownership in the United States: A literature review. *Journal of Planning Literature*, *34*(1), 3–18.

Elias, R. R., Moore, A., & Network, B. H. P. (2017). The evolution and future of the healthy communities movement. *Community Development Investment Review*, *12*(1), 81–92.

Fu, J. S., & Cooper, K. R. (2020). Interorganizational network portfolios of nonprofit organizations: Implications for collaboration management. *Nonprofit Management and Leadership*.

Gray, K. A. (2008). Community land trusts in the United States. *Journal of Community Practice*, *16*(1), 65–78.

Gray, K. A., & Galande, M. (2011). Keeping "community" in a community land trust. *Social Work Research*, *35*(4), 241–248.

Hickey, R., Sturtevant, L., & Thaden, E. (2014). *Achieving lasting affordability through inclusionary housing*. Cambridge, MA: Lincoln Institute of Land Policy.

Juster, J., Tilghman, L., Cohen, J., & Brady, S. (n.d.). Backbone Starter Guide A Summary of Major Resources about the Backbone from FSG and the Collective Impact Forum. Collective Impact Forum. Retrieved November 10, 2020, from https://www.collectiveimpactforum.org/sites/default/files/Backbone%20Starter%20Guide.pdf

Kruger, R., DeFilippis, J., Williams, O. R., Esfahani, A. H., Martin, D. G., & Pierce, J. (2020). The production of community in community land trusts. *City & Community*, *19*(3), 638–655.

Popp, J., Milward, H. B., MacKean, G., Casebeer, A., & Lindstrom, R. (2014). Inter-organizational networks: A review of the literature to inform practice. Calgary: IBM Center for the Business of Government.

Porter, J., Fisher-Bruns, D., & Pham, B.H. (2019). Anchor collaboratives: Building bridges with place-based partnerships and anchor institutions. Retrieved from Democracy Collaborative website: http://dev.democracycollaborative.org/content/anchor-collaboratives-building-bridges-place-based-partnerships-and-anchor-institutions.

Smith, J. G. (2020). Theoretical advances in our understanding of network effectiveness. *Perspectives on Public Management and Governance, 3*(2), 167–182.

Varda, D. M. (2018). Are backbone organizations eroding the norms that make networks succeed?. *Nonprofit Quarterly*.

Case Examples

This appendix begins by providing an overview of the opportunities and challenges presented by the Community Land Trust model which motivate the adoption of hub and spoke approaches. The section then provides case examples for the backbone and incubator, central server, and hub-and-spoke models described in the main body.

THE PROMISE OF THE COMMUNITY LAND TRUST

CLTs are nonprofit organizations that own land in perpetuity and keep prices affordable for the use of low-income people. The CLT model is otherwise very flexible: CLTs can be used for commercial space, multifamily rental housing, housing cooperatives, urban farms, community centers, playgrounds, or any other use as the board sees fit. Most often, however, CLTs are used as a vehicle for affordable homeownership, where the land is owned by the CLT and the house is owned by an individual.

The CLT model is designed to remain accountable to the community. This is done through a commonly adopted tripartite organizational structure. A typical CLT's board of directors is composed of one-third homeowners leasing land from the CLT, one-third residents of the CLT's service area, and the remaining third individuals representing the public interest, which could include city officials, community development corporations, and other stakeholders.

A qualifying individual can purchase a CLT house at a price significantly below market value. The homebuyer gets a special mortgage for the house minus the land, and they pay a small lease fee to use the land under their house as if it were their own. The CLT stewards the property long term, making sure that it stays in good condition — though the homeowner is responsible for most maintenance and repairs. When the homeowner is ready to sell to the next qualifying buyer, they get

the equity they put in plus a portion (usually about 30%) of the increase in value of the home. Thus, CLTs allow homeowners to build some equity while keeping property permanently affordable, according to the resale formula, which is enforced by the ground lease.

Despite the challenges noted in the next section, CLTs do critical work to preserve the culture of neighborhoods across the country in the face of rapidly rising land and housing values. The acceleration of land and housing costs in many neighborhoods has displaced countless individuals from their historic neighborhoods. CLTs take property off the speculative market and hold it in perpetuity for low-income residents. This aspect of community ownership (i.e., preventing displacement and increasing wealth) is what gets organizers, activists, and residents excited about the CLT model.

THE UNDERLYING CHALLENGES FACED BY COMMUNITY LAND TRUSTS

Along with these strengths, CLTs often face a common set of interconnected challenges. First, the monthly lease fees paid by residents to a CLT are minimal — typically $25 to $50 per month — and they are insufficient to sustain an organization. In theory, there is a point at which the number of housing units would be enough to sustain a CLT on lease fees alone. This threshold, however, can be high in many communities, and CLTs are hard-pressed to hit that "magic number." This scale challenge is typically a factor of the amount of community ownership subsidy available in most communities rather than any inherent limitation in the CLT model. Until they do, however, their operations are unsustainable. Therefore, CLTs often try to fill the funding gap by attracting external grant money from philanthropic or public sources, often by pursuing new development projects on a continual basis.

This focus on getting funding and housing developed in order to be financially stable means that CLTs must have a high technical capacity from the start or must be able to leverage highly professionalized services through staff or contractors. The work requires paid staff, office equipment, budgeting software, and professional skillsets beyond the reach of many grassroots organizations and beyond the core stewardship functions of a trust. CLTs then must focus on operations and the involvement of lawyers, housing developers, and sometimes public officials and direct funders. The increasingly competitive nature of grant funding and the high price of land and housing development means that CLTs sometimes struggle to make ends meet while also trying to master the technical nuances of real estate.

CLTs' dependence on external grant funding and the need to develop technical knowledge can make CLTs susceptible to mission drift; the focus on grassroots community engagement, organizing, and accountability can become relatively less prominent in the face of a need for professionalization and funding. Further, once a CLT has grown to the capacity to handle grant applications and administration tasks, some organizations may find their energy for grassroots organizing and resident-led action channeled into administrative and technical work.

BACKBONE AND INCUBATOR CASE EXAMPLES

Dudley Street Neighborhood Initiative

Established in 1984, Dudley Street Neighborhood Initiative (DSNI) originated from a local resident-led effort to fight gentrification and underinvestment in the Dudley neighborhood of Roxbury, Boston. DSNI engaged residents, conducted a neighborhood visioning process, and met with the mayor. The city granted DSNI eminent domain of 1,300 empty parcels in the Dudley Triangle. To transform the empty parcels into community-owned residential, commercial, and urban farm properties, DSNI established Dudley Neighbors, Inc. (DNI) in 1988. DNI is a community land trust created to realize DSNI's vision to empower Dudley residents to organize, develop, and control neighborhood resources and revitalization efforts. DSNI's expertise is in community planning and organizing around social justice initiatives such as youth leadership development, resident empowerment, community development, and anti-displacement. DSNI offered collaboration, advocacy, and relationships and networks with attorneys, banks, and other nonprofits. For skills and experience DSNI was lacking, DSNI hired staff who had real estate and development expertise to employ DNI and the community land trust model.

Both DSNI and DNI are their own 501c3 organizations, but they have an interwoven relationship. DNI operationalizes DSNI's mission of "development without displacement" and stewards the 32-acre portfolio of low- to middle-income housing, farms, community gardens, and commercial spaces, while DSNI is the community-organizing, resident engagement, and social justice-focused organization. In organizational structure, DNI is a subsidiary to DSNI, who carries out administrative functions such as payroll, operations, and human resources on behalf of DNI. Furthermore, DSNI and DNI's governance is also integrated; the DSNI governing board is made up of 35 members, of which it appoints six of the nine board members that constitute DNI's board. The purpose of the board structure is to ensure that DSNI and DNI's work is aligned, creating a greater impact together by leveraging each other's strengths.

DSNI ensures that it is accountable to its constituents by its diverse representative board that is democratically elected. Out of the 35 seats, four are reserved for Black residents, four for white residents, four for Cape Verdean residents (one of the larger ethnic groups in the neighborhood), four for youth, and the rest for local businesses, religious institutions, and other community groups. The design was intentional to ensure that the community and a wide range of perspectives are represented. The DSNI board is elected by community members every two years at an open house meeting. Community members who want to run provide a one-minute speech about why they want to sit on the board. This ensures that community interests are reflected in DSNI's governance.

Northern California Land Trust

Northern California Land Trust (NCLT) is a community land trust (CLT) that uses community ownership and control of the land to provide affordable homes and community facilities in perpetuity. Founded in 1973, NCLT has led the development of many innovations and developments in cooperative and community ownership models that have sought to further housing and economic justice. NCLT works to build a community where residents of all means have

secure, sustainable, and affordable housing and community facilities through resident and community control and ownership.

NCLT's consultation and training services include assisting (and in some cases incubating) potential new and existing housing organizations such as tenant-initiated co-ops, emerging CLTs, and other groups wanting to create or permanently expand affordable housing and community facilities. In addition to direct TA and incubation services, starting in 2018, NCLT in partnership with the People of Color Sustainable Housing Network (POCSHN) developed a grassroots training and education partnership called the Community Co-Ownership Initiative. Along with other members of the Bay Area CLT Consortium (BACCLT), the initiative has the goal of diversifying and expanding access to shared ownership and resident-controlled housing through leadership training, development of new financing tools, and technical support. The partnership leverages the technical expertise and stewardship knowledge of NCLT with the broad reach and engagement of POCSHN's diverse grassroots membership. NCLT acts as POCSHN's fiscal sponsor. The two organizations have partnered to build joint organizational capacity, cultivate prospective and existing cooperative resident groups, and establish new sites for permanently affordable housing across the Bay Area.

NCLT is also helping incubate several CLTs to support individual community ownership projects and CLT start-ups.

- Preserving Affordable Housing Assets Longterm, Inc. (PAHALI) is working to assure zero net loss of community-held housing assets and facilitate development of new affordable homes or conversion of existing homes to long-term affordability. NCLT has provided technical assistance and helped PAHALI acquire an initial set of projects and provided back office support for legal, real estate, and development functions. Urban Strategies and Bay Area Regional Health Inequities Initiative (BARHII) support was provided by donated time over many years. Private donors covered the transactional costs, and additional project subsidy came from San Mateo County, CalHome down payment assistance, and lender and community donations. The rest of the work was a mix of donated time and work billed with overhead or benefit.
- Vallejo Housing Justice Coalition (VHJC) believes that housing is a human right. It envisions a city with housing that is affordable and reflects the needs, diversity, and culture of the community. NCLT is helping incubate and launch a new CLT initiative in Vallejo in collaboration with BARHII and Urban Habitat. In its pilot phase, NCLT has hired a dedicated Vallejo CLT project manager who will work with the VHJC community organizer and organizing committee and the rest of the NCLT development team to identify, model, and conduct due diligence research for potential projects of interest in Vallejo. The intent is to begin with at least two scattered site projects over 2020 to 2021 based on this research phase. Bay Area For All (BA4A), a regional partnership supported by SPARCC, has provided about $94,000 in funding. To date, BARHII and Urban Strategies have provided an estimated $100,000 in in-kind community organizing and policy support with the intent that eventually developer fees and philanthropic support will cover later funding needs.
- Coop 789: Residents and East Bay Permanent Real Estate Cooperative (EB PREC) organized to buy a four-unit building that housed mostly low-income Black and Latino residents to prevent

resident displacement. Through a partnership with Northern California Land Trust and by leveraging city funding and EB PREC's first $100,000 in community investment, EB PREC closed escrow on the property in 2019. EB Coop 789 Campaign is raising funds to rehabilitate the property. NCLT is guaranteeing the initial project, and at the end of the project, the CLT will receive the property.

CENTRAL SERVER CASE EXAMPLES

Atlanta Land Trust

The Atlanta Land Trust (formerly Atlanta CLT Collaborative, Inc. dba Atlanta Land Trust Collaborative) was created in late 2009 to function as a citywide central server to foster the creation of neighborhood-based CLTs, serve as a CLT if needed, and provide technical assistance. ALT grew out of the need to preserve affordability in neighborhoods near the Atlanta BeltLine and today is an affiliate of SPARCC.

The potential for the Atlanta BeltLine revitalization effort to increase housing prices in adjacent low-income neighborhoods prompted the Atlanta Housing Association of Neighborhood-based Developers, the Annie E. Casey Foundation, the Atlanta BeltLine Partnership, and other partners to start discussion in 2017 to explore options to preserve affordability near the BeltLine, resulting in the creation of ALT. ALT was funded through grants from Home Depot, United Way, and NCB Capital. Stakeholders recognized that Atlanta had several community development corporations (CDC) operating in neighborhoods in the Atlanta BeltLine footprint and saw an opportunity to leverage what the CDCs had in place and help build their organizations under a hub-and-spoke model.

As a citywide organization, ALT was initially designed as a community land trust central server model to provide homeownership opportunities to low- and moderate-income earners. A partnership between Atlanta BeltLine, Inc. and ALT allowed three community land trust units to be sold with a $100,000 silent second mortgage in 2012. As a central server, ALT began providing technical assistance to CDCs and other neighborhood groups interested in starting a CLT. ALT educated policymakers and advocates on behalf of neighborhood CLTs and offered legal and real estate development services to community CLTs.

Over the first five years of its existence, ALT began to experience a series of challenges and barriers that undermined its ability to function as a central server.

- Atlanta was hit hard by the Great Recession over the period 2007 to 2009, and its influence reverberated through the real estate market well into the early 2010s. Many of ALT's neighborhood CDC partners were negatively impacted, and those doing real estate production were unable to sell their portfolio because of the market crash. Thus, a key revenue stream was cut, and insufficient federal funding existed to fill the gap. Further, the philanthropic community shifted from veterans housing and affordable housing to foreclosure intervention and prevention as a result of the crisis.
- ALT found that its central server approach, which was grounded in CDC partnerships, required relatively resilient and independent CDCs with the capacity and drive to pursue development

projects in their respective geographies. Instead, the CDCs had been overly reliant on using a central server as an opportunity to bolster a balance sheet and operational profile. At the same time, multiple CDCs began to turn to the same local funders — a mix of banks, philanthropic organizations, and public funding — with plans to support community land trusts and requests for funding to build properties. This caused local funders to question the effectiveness of providing funds to multiple organizations doing the same work and, in turn, limited the development of neighborhood CLTs.

- ALT had limited revenue-generating opportunities as a central server via real estate transactions and development fees. ALT would need to be heavily grant- and government-funded if it were to survive as a central server without an ongoing revenue stream.
- Residents and some key stakeholders, such as community leaders and policymakers, did not believe in or understand the community land trust model, which required additional community awareness and education efforts. This was due, in part, to historical concerns about exploitation similar to the sharecropping system prevalent after the Civil War, where Black families would rent small plots of land, or shares, to work themselves and in return give a portion of their crop to the landowner at the end of the year.

As a result, in 2015, ALT began to reevaluate its structure and role to address the challenges highlighted above. The Atlanta BeltLine was increasing in popularity and attracting billions of dollars in the area; ALT felt that there was a closing window, and they had to move fast to restructure its operations to be able to have an impact.

Ultimately, ALT decided to focus solely on its role as a citywide CLT, providing homeownership opportunities to low- and moderate-income earners. ALT changed its legal name and reformulated its board with new members and obtained key funding from the Atlanta-based Kendeda Fund ($1,000,000), which allowed it to expand its development pipeline to over 100 properties that are currently in various stages of development, hire a new executive director, locate office space, and expand its staff to three full-time employees. ALT also received support from Ford Foundation, Enterprise Community Partners, and Wells Fargo.

The ALT Board is tripartite in structure with 18 members: one-third public sector, one-third nonprofit and business, and one-third community. When founded, the community seats were taken up by representatives from neighborhoods in which there was interest in developing a CLT, with the assumption that representatives from new local CLTs would take their place as they developed. Today, the board retains the same structure, and ALT is currently adding in an advisory group comprised solely of community members to expand community engagement and voice.

Crescent City Community Land Trust

Crescent City Community Land Trust (CCCLT) was established in 2011 and is located in New Orleans, LA. CCCLT's mission is to ensure permanent affordability through equitable residential and commercial development, community stewardship, and housing advocacy. CCCLT's founding advisory committee and first executive director structured CCCLT as a citywide central server to support new CLTs as neighborhoods organically developed them to mitigate reductions in conventional, temporarily affordable development as compliance periods naturally end.

CCCLT was designed to provide technical assistance to neighborhood groups interested in starting a neighborhood CLT. CCCLT planned to provide direct land stewardship and be a direct investor in and landholder of commercial deals on behalf of neighborhood CLTs with limited capacity to incorporate. The intention was for CCCLT to build economies of scale in stewardship and development through the central server model while building capacities of neighborhood organizations and offering technical expertise. The model assumed, however, that neighborhood CLTs would carry out planning and decision-making functions independently of CCCLT to ensure neighborhood control of development decisions.

CCCLT began working with three neighborhood CLTs upon its founding in 2011.
- The North Shore Housing Initiative Community Land Trust served the north shore of the metropolitan area.
- The Lower Nineth Ward Neighborhood Empowerment Networking Association (NENA) was originally a homebuyer counseling agency and developed into a CLT.
- Jane's Place Neighborhood Sustainability Initiative is a CLT and housing rights advocacy organization.

The extent to which CCCLT took on its intended central server functions for these organizations over time, however, was limited. CCCLT worked with North Shore to share the cost of and administer the homeownership and counseling software Homekeeper. Over the last five years, however, the two organizations stopped sharing the software at a point when neither of them could afford or meaningfully utilize it.

NENA's CLT arm is no longer operational, in part due to an inability to generate interest in the CLT model due to competing subsidized housing opportunities in the community. NENA attempted to launch the traditional CLT model in a neighborhood of limited opportunity at a time when the City of New Orleans was awash in approximately $75 million of soft second mortgages intended to subsidize affordable single family home purchases that were available during the post-Katrina period. This left NENA at a strategic disadvantage; new homebuyers sought to buy a whole affordable house that came with a gift of equity through the soft second mortgage in other areas of the city rather than buy an affordable CLT home with a land lease in a neighborhood of limited opportunity. The CLT houses they developed were properly financed for sustainability, but few consumers wanted to buy what they were selling at the time. Further, the traditional service providers (banks, appraisers, title attorneys, government, etc.) around affordable housing were focused on market rate financings and soft second home financings and paid little attention to the CLT model NENA was launching.

CCCLT invested $95,000 in equity through philanthropic sources and helped Jane's Place finance and identify a loan source, TruFund,(a CDFI headquartered in New York City with field offices in the South) for their first building. CCCLT and Jane's Place are currently exploring other ways to partner, especially on advocating for housing policy issues. In addition to CCCLT's limited administrative functions on behalf of the original three CLTs described above, New Orleans has not experienced the emergence of neighborhood CLTs for which it could act as a central server.

The current leadership at CCCLT has emphasized building relationships and trust within the Black community and the importance for getting buy-in for the community land trust model. CCCLT is also focused on educating private and nonprofit developers, city officials, public agencies such as City of New Orleans Office of Community Development, Finance Authority of New Orleans, and Louisiana Housing Corporation (State of Louisiana) so that they preference the acquisition and development of permanently affordable housing and commercial developments in publicly funded projects. CCCLT's two commercial, mixed use, and multi-family projects, The Pythian and 1800 Onzaga (Vaucresson Sausage Company), have utilized various tax credits (New Markets Tax Credit and/or Historic Tax Credit) and subsidized loans from different public sources (City of New Orleans, State of Louisiana, and the New Orleans Redevelopment Authority).

CCCLT has positioned itself for policy advocacy, partnering with advocates, lenders, the City of New Orleans, and Louisiana Housing Corporation to establish policies to incentivize long-term and permanent affordability in publicly funded rental and for-sale housing and commercial development. CCCLT is currently working with the Housing Authority of New Orleans to change policy to allow the use of the Housing Choice Voucher program toward purchasing a CLT single family home.

NETWORK CASE EXAMPLES

Bay Area Consortium of CLTs

In addition to its incubation work, NCLT serves as the backbone organization for the Bay Area Consortium of CLTs (BACCLT), which includes CLTs in five counties in the Bay Area. BACCLT provides a means for established and emerging CLTs to collectively share efforts, technical support, and resources to efficiently facilitate marketing, resale listings, and access to additional mortgage financing. BACCLT members support the development of new local CLTs, provide tenant and homeowner support, education, and community building. The consortium works on shared policy advocacy. Initial research and capacity funding were from grants from the Metropolitan Transportation Commission (MTC) and the FHLBank's AHEAD Program; the consortium hired a shared stewardship coordinator. The consortium has over $100,000,000 in total community assets among all member CLTs.

The group started meeting informally beginning in 2007 and meets every six to eight weeks. There are Memorandums of Understanding among participants when funding has been available. The network has focused on regional advocacy. In the last two years, members have shifted from a regional focus to primarily supporting the launch of the California Community Land Trust Network. This has resulted, in part, from a realization that many roadblocks to the development and creation of CLTs result from state-level policy, and therefore a state-level organization is needed for coordination and advocacy while still retaining the regional network.

Greater Boston Community Land Trust Network

In 2015, DSNI formed the Greater Boston Community Land Trust Network (GBCLTN) with other housing and economic justice organizations to create a peer learning network, build operational and technical capacity for CLTs, and educate the public on the CLT model and its benefits. The members of GBCLTN span the Boston region:

- Dudley Neighbors Incorporated (DNI) (Roxbury and North Dorchester).
- Highland Park CLT (Roxbury).
- GreenRoots — Comunidades Enraizadas (Chelsea, MA).
- Somerville CLT (Somerville, MA).
- Boston Farms Community Land Trust and Urban Farming Institute (Dorchester, Roxbury, and Mattapan).
- Chinatown CLT.
- Boston Neighborhood CLT (Roxbury).
- Greater Bowdoin/Geneva Neighborhood Association (Dorchester).

GBCLTN started several years ago when DSNI began to provide technical assistance and support to other organizations in the region interested in learning about and developing CLTs. In GBCLTN's structure, DSNI provides staff and capacity to convene the network, developing agendas and facilitating monthly meetings. The network consists of CLTs, including DNI, an urban farm, and an environmental justice organization. The network members discuss best practices and bring multiple perspectives on how to implement the CLT model. The range of experience varies from CLTs that are starting with community organizing to those that recently acquired one to two properties and DNI, which brings decades of CLT experience and lessons learned.

GBCLTN has pursued joint learning, provided mutual technical assistance, and is advocating for public policies and resources at the city and state levels. As a result of this work, CLTs are one of the four strategies prioritized by the Mayor's Housing Innovation Lab and highlighted in the mayor's 2018 housing report. GBCLTN has met with city officials to present policy recommendations in support of CLTs. They are working with the Housing Innovation Lab and Department of Neighborhood Development to develop more technical assistance for CLT initiatives in Boston. There is also growing interest at the state level. GBCLTN applied for and acquired a grant from Kresge Foundation to go to network members who needed operations funding to hire, host workshops to help homeowners, and to fill a specific need.

New York City Community Land Initiative

Founded in 2012, the New York City Community Land Initiative (NYCCLI) is an alliance of social justice and affordable housing organizations that works to advance community land trusts (CLTs) as a solution to address homelessness and displacement. The New Economy Project, an economic justice nonprofit, and Picture the Homeless, a grassroots organization addressing the root causes of homelessness, served as anchor organizations to NYCCLI at the start.

NYCCLI is an alliance that acts as a hub for information, networking, education, and advocacy. They have played a significant role in collective advocacy and elevating the CLT model in NYC. Alliance

members bring different levels and a variety of expertise in CLT formation and operations as well as other experiences in affordable housing development, limited equity cooperatives, and/or mutual housing. NYCCLI provides a collaborative space for peer learning and problem-solving, drawing from each member's knowledge and expertise. NYCCLI members, community members, and affordable housing activists successfully advocated for the NYC Council to provide $870,000 in 2020 discretionary funding for community land trusts (CLTs) across New York City. The funding will help incubate and expand CLTs to develop permanently affordable housing and curb displacement in low-income NYC neighborhoods.

Most recently, the New Economy Project and NYCCLI partners coordinated a CLT Learning Exchange, a two-year intensive training program from 2017 to 2019, which convened 12 organizations that were in the process of establishing or had established CLTs. During the CLT Learning Exchange, participants engaged in training on setting up and incorporating a CLT, different approaches to CLTs, and tenant and community organizing strategies; studied CLT history and case examples; and learned from locally and nationally recognized CLT and social housing practitioners and experts. New Economy Project used funding from Enterprise Community Partners ($350,000) to coordinate the CLT Learning Exchange on behalf of the NYCCLI.

NYCCLI ensures that it is inclusive of and accountable to its member organizations by utilizing coalition spaces and scheduling that is accessible to community groups' staff and members, requesting and integrating feedback on joint policy statements, and setting up workgroups to move NYCCLI's agenda forward. NYCCLI also has its own governance and decision-making structure to ensure that the priorities of NYCCLI reflect the priorities of emerging CLTs and constituent-led groups representing people and communities most affected by displacement and housing instability.

South Florida Community Land Trust Network

South Florida Community Land Trust Network (SFCLTN), including the Miami-Fort Lauderdale-West Palm Beach metropolitan area, started in 2012 to collectively share expertise, solve housing issues in the region, and create permanently affordable housing solutions after the Great Recession.

SFCLTN was administered by the Housing Leadership Council of Palm Beach County (HLCPBC), a coalition of business, civic, and community leaders dedicated to housing affordability and economic viability. Serving as the lead organization, HLCPBC brought networking, organizing, policy, advocacy, and convening expertise. Each of the CLTs in the network had its own geographic focus area and had varying expertise with the CLT model and number of properties in its portfolio. The CLT partners in SFCLTN were the following:

- Community Land Trust of Palm Beach County, a countywide CLT that provides permanently affordable housing options.
- Delray Beach Community Land Trust, which formed to prevent gentrification and preserve the neighborhood.
- Heartfelt Florida Housing Community Land Trust, an affiliate of Habitat for Humanity of South Palm Beach, focusing on the South Palm Beach County region.

- South Florida Community Land Trust serving residents of Miami-Dade County and the only permanent affordability housing organization in the area.
- There were two other groups — Adopt-a-Family of the Palm Beaches, Inc., focused on homelessness and transitional housing, and Neighborhood Renaissance, a CDC — that transitioned out of the network because of stewardship capacity issues.

SFCLTN is a consortium model in which the lead organization, HLCPBC, convenes and coordinates the CLT partners to create a peer learning and support network that shares ideas, information, and resources. On behalf of the network CLT members, SFCLTN searches and applies for joint grant opportunities such as CHIP to enhance individual member and collective capabilities. The network hosts meetings and convenes to address commonly identified issues. In partnership with network members, SFCLTN hosted a convening to educate and persuade lenders to lend to CLTs, which resulted in six active lenders to loan to CLTs. Through the SFCLTN, they can speak with one voice and change institutional policies and practices to ensure permanent affordability. SFCLTN has access to more expertise, resources, and greater reach through each of the individual CLT members. SFCLTN collaborates to solve legal and administrative issues and relies on multiple attorneys affiliated with member CLTs. SFCLTN was also able to create a common lease in partnership with its members. Finally, each member CLT has unique relationships it can tap. As a network, they can reach and educate more individuals and entities such as municipalities, appraisers, and community members about the CLT model. Member CLTs, independently of SFCLTN, carry out administration, acquisition, stewardship, management, and local control of land, all of the essential functions of a CLT.

Although SFCLTN experienced substantial successes, SFCLTN joined the Florida Community Land Trust Institute, a statewide CLT network led by the Florida Housing Coalition. Florida CLT Institute provides greater administrative support to emerging CLTs, has more credibility on statewide policy issues, and has established a CLT certification process with Freddie Mac. To advance policies and practices in favor of CLTs, the Florida CLT Institute successfully pushed for a statute that includes directions on how appraisals for CLTs should be conducted.