The Collaborative City

How partnerships between public and private
sectors can achieve common goals
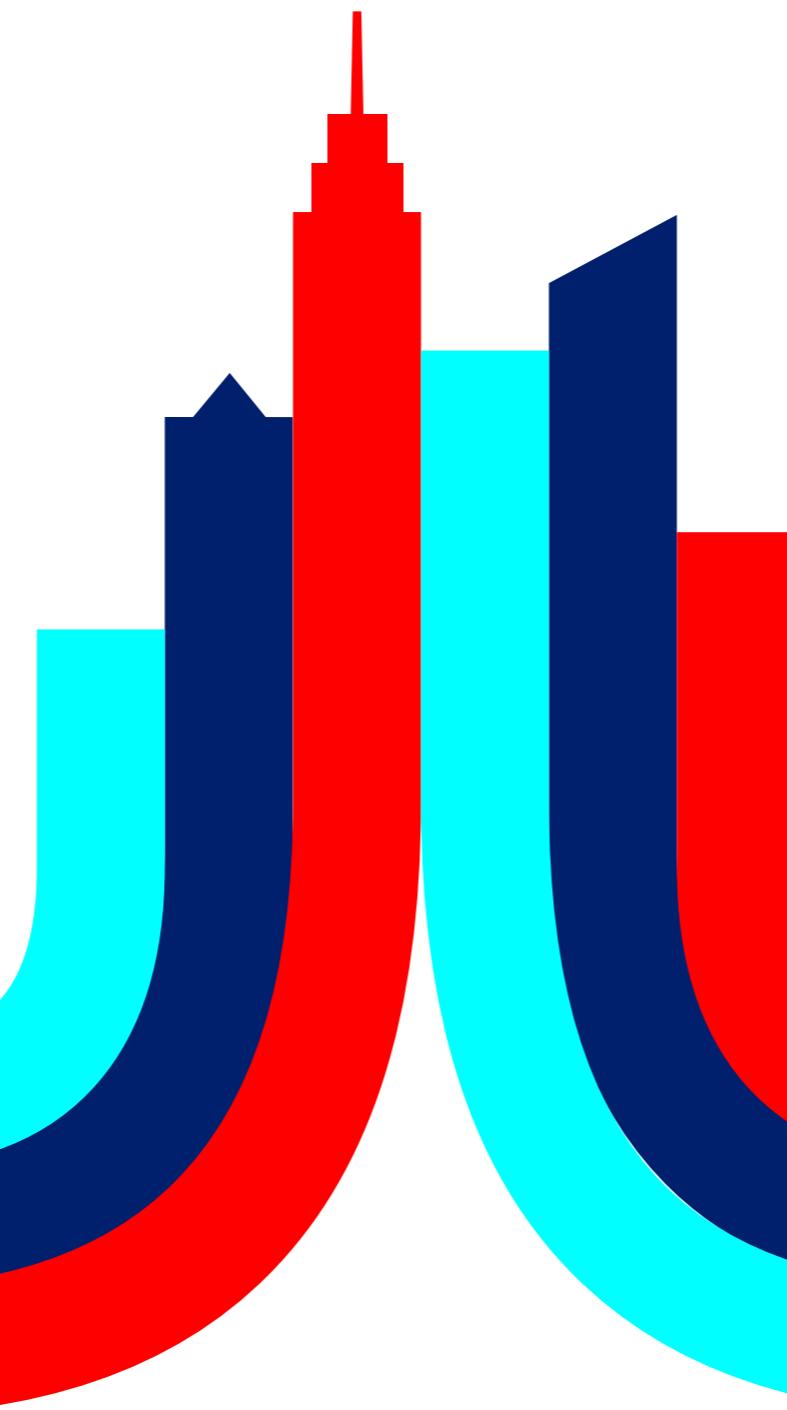
New Yorkers know that Mayor Michael R. Bloomberg, the city's 108th mayor, believes in the value of giving and is in his own right a major philanthropist. Like Andrew Carnegie, the founder of Carnegie Corporation of New York, Mayor Bloomberg understands that with great wealth comes great responsibility. This belief drives his own giving, and it has also shaped his approach to governing. He recognizes that private and non-profit organizations—including philanthropic business and community-based organizations—have unique assets and perspectives that can contribute to city life. The Bloomberg Administration recognizes that public-private collaboration is a critical tool, one that cities must use to improve prosperity for all.

This belief is another philosophical connection that links Mayor Bloomberg with Andrew Carnegie's philanthropic legacy. Andrew Carnegie was an early practitioner and proponent of public-private partnerships, generously donating funds for the building of libraries in New York City (as well as the rest of the world). But the Mayor has not confined his partnerships to one sector. What is striking under this administration has been the extraordinary breadth of partnerships fostered. Through innovative structures, these partnerships have achieved new scale across a broad range of purposes. During the past 12 years, Mayor Bloomberg galvanized philanthropic organizations, businesses, non-profit organizations, and individual citizens to join their assets and their efforts in initiatives that target every aspect of city life, from caring for an individual city block to taking on large-scale challenges like climate change, education, city parks, public art, and health care delivery. These were not episodic, one-time, charity-based programs. These were planned, long-term investments in the growth of the city and its essential institutions.

The Mayor's public-private partnerships have helped transform the city. And, they have helped set a model for cities around the world.

When the Mayor came into office, he embarked on an ambitious program of restoring New York City's confidence after 9/11 while shepherding the city into the 21st century. What we have seen in the past 12 years is a city recovered, revitalized, and ready to face the challenges of the future. In this context, public-private partnerships have been a crucial factor, emerging as a vital tool for addressing critical urban challenges.

The report demonstrates that public-private partnerships can have a dramatic impact on a city. In New York City, these partnerships have catalyzed more than $1.4 billion for the city. They have improved everything from schools to the environment, and from fighting crime to improving nutrition. They have brought together individuals, non-profits, government, and the private sector. To help cities achieve these results, this report shows that strong structures of governance, committed leadership, and a culture of innovation are all needed. Future city leaders would do well to start by asking, "What should the government do, what should other sectors do, and what can we do in partnership?" That intentional decision to allocate responsibility where it best fits, and the vision to drive change, has become a model for city governments.

Through this emphasis on public-private partnerships, Mayor Bloomberg's belief in giving shaped the way the city achieved its goals. This focus is as much a part of his legacy as any individual contribution he has made to the city. During these past 12 hectic years, there have not always been opportunities to stand back and analyze this legacy—the scope and the magnitude of these collaborations and their ongoing impact. This report aims to do just that, illustrating that under the Bloomberg Administration, the concept of public-private partnerships has been carried to a new level, catalyzing major achievements across all of New York City and beyond.

*—***Vartan Gregorian***
PRESIDENT OF CARNEGIE CORPORATION OF NEW YORK*

Introduction

Private sector businesses, non-profits, and philanthropy have long played a role in shaping New York's built and social environments. In recent years, this legacy has taken a new and innovative turn. Under the leadership of Mayor Michael R. Bloomberg, private partners have begun to collaborate with city government in ways that push new boundaries and allow government to embrace an entrepreneurial spirit.

Through the lens of New York City's experience, this report seeks to provide a framework for understanding how public-private partnerships have evolved as a new and more powerful tool for city government. Part of this formula relies on structures that facilitate and coordinate effective collaboration across sectors. Another part is a culture of experimentation, inspired by Mayor Bloomberg's experience as a private sector entrepreneur. This report explores both of these elements, providing a roadmap for leaders seeking to leverage the private sector and effect change in their cities.

This report is divided into four parts:

Section 1.

NEW YORK SINCE 2002: AN EVOLVING TRADITION OF PUBLIC-PRIVATE COLLABORATION

During the Bloomberg Administration, New York City has both expanded the scope and scale of private sector collaboration and built management structures that make partnerships across sectors effective. This orientation has impacted the character and content of partnerships, as well as the nature of the citywide ecosystem that supports public-private collaboration.

A New Paradigm for Partnerships

In the last 12 years, New York City's approach to public-private partnerships has contributed new models for private sector and philanthropic participation in city life. Rather than viewing such collaboration as an outgrowth of a particular civic project or operational need, the Bloomberg Administration has enabled a different model of partnership: public sector agencies, community-based organizations, businesses, and philanthropy systematically working side-by-side, leveraging the unique advantages of each partner in a way that produces mutual value.

Historically, the city took a different approach to collaboration. In general, partnerships either focused on isolated civic projects, potentially shifting budgetary burdens to private partners, or involved efforts to turn public services over to private sector management. One local official noted that public-private partnerships have always been "part of the city's DNA," but that "some administrations advance public-private partnerships more than others given the times and economic ability." In past administrations, the individual explained, many partnerships tended to focus on small, one-off projects such as "adopt a monument and adopt a mural."

That approach has evolved over the past 12 years. A central impetus for change has been Mayor Michael R. Bloomberg's private sector experience and emphasis on shaking up traditional bureaucratic structures to make them more entrepreneurial, responsive, and flexible. Other factors have included the need to make government services as accessible as possible for citizens and to break down the institutional obstacles to ongoing collaboration across departments and sectors.

In the earliest days of the Bloomberg Administration, this change meant viewing collaboration with the private sector as far more than handing over a public sector service to private operators. In the years since, the New York conception of public-private partnership has evolved still further.

New York City officials emphasize that public-private partnerships in New York are much more than purely financial relationships. "So much of what we do is bringing people together, bringing together ideas," said Veronica White, Commissioner of the Department of Parks & Recreation and founding Executive Director of the Center for Economic Opportunity, "It's not just about the money, and I think that's so important for people to understand." Seth Pinsky, Executive Vice President of RXR Realty and former President of the New York City Economic Development Corporation, stressed that the New York City model of partnerships is about private and public sectors working together in complementary ways, describing collaboration as "quite literally partnering with the private sector, asking them to take on the functions that they're good at, while we undertake what we're good at."

Identifying where the differing priorities among sectors converge has been a key ingredient in this conception of partnerships. "The best public-private partnerships include — like we have in New York — a strong, robust, and energetic mayor and municipal governance structure, a very innovative philanthropy that sees itself as a kind of R&D, and then the private sector which has both a responsibility as corporate citizens but also a need to make money," said Darren Walker, President of the Ford Foundation, "you've got to align those three interests."

Leaders from across the private and philanthropic sectors have praised this collaborative emphasis. Rob Speyer, President of Tishman Speyer and Advisory Board Chair of the Mayor's Fund to Advance New York City, explained that "the Bloomberg team has been very effective at making it clear they're not just looking for a check — they're looking for real substantive engagement and so they have matched private sector participants with specific issues that they care about." David Saltzman, Executive Director of the Robin Hood Foundation, agreed, stating, "In my lifetime, there has never been a better time for public-private partnerships. Over the past 12 years, Mayor Bloomberg and the people in his administration have been focused on improving how government works to serve the people of New York."

One element of this expanded approach has involved helping city agencies to improve public service delivery through collaboration, both among one another and with community partners. Novel service delivery can involve, for example, bringing together public and private partners who collectively address a specific problem. NYC Green Carts provides permits and incentives to private vendors to sell produce in neighborhoods with limited access to fresh fruits and vegetables, bringing together government, small businesses, and philanthropy. Another aspect of this approach has been responding to key gaps by introducing proven forms of collaboration to the city. This was done with the introduction of Citi Bike in May 2013. The bike sharing program, privately operated and supported by Citigroup and MasterCard, provides continuous access to 6,000 bikes parked at 330 docking stations. The service pairs well with the over 300 miles of new and enhanced bike lanes, and has filled a major transportation gap for New Yorkers and visitors.[1]

Another motivation for embracing public-private partnerships is their unique capacity to foster innovation and experimentation. Explained Marnie Pillsbury, Executive Director of The David Rockefeller Fund, "With limitations on what government can do and the reality of diverse interest groups, Mayor Bloomberg has found a way to try new approaches." Schools Chancellor Dennis Walcott added, "Private support enables us to think outside the box: to pilot, evaluate, and refine new strategies for advancing student achievement, developing proof points of success before committing public funds to scale new initiatives across the system." Reflecting these sentiments, the Center for Economic Opportunity (CEO) was founded in 2006 to help address the challenge of endemic poverty. Through dedicated public and private funds, CEO piloted experimental interventions, pairing technical assistance to city agencies and non-profits with gold-standard evaluation. Programs that worked were taken to scale, and those that did not were eliminated.

Finally, some partnerships have been necessary responses to unique challenges that strain the traditional operations of government. The catastrophic damage of Hurricane Sandy required close coordination across a wide range of agencies and both philanthropic and community partners to respond to immediate needs after the storm, and then assist with recovery in the months that followed. Private funding helped to nimbly meet the needs of impacted residents and fill gaps where government resources were not available. Similarly, addressing excessive sodium consumption poses pressures to government. Because most sodium enters food before it reaches the table, New York City officials required an approach that could influence the national food supply. The National Salt Reduction Initiative, led by the New York City Department of Health

and Mental Hygiene, is a partnership of state and local health authorities designed to work with food companies and restaurants to lower sodium levels. By strategically channeling the collective drive of philanthropies, companies, and health authorities in New York City and elsewhere, the initiative amplified a single government's ability to respond to a key community health need through collaboration.

What is apparent from the New York City experience is that public-private partnerships can take on many forms and respond to myriad challenges. Private involvement can begin with philanthropic or corporate financing, but can extend much further, to include co-ownership and implementation of projects that serve private and civic needs alike. The specific models the city has employed include: co-led public and private campaigns, co-location of public and private services, philanthropic financing for pilot programs, management of a public asset by private partners, the establishment of an independent non-profit that can raise public and private funds, and creative financing such as a social impact bond, which raises private risk capital to fund public interventions. New York City's openness to new methods of collaboration has spawned a range of innovative approaches, each driven by a common understanding of the problem and a careful allocation of responsibility between sectors and partners.

Developing an Effective and Enduring Structure

The growth in the number and types of public-private partnerships in New York City has been supported through the development of a robust infrastructure that helps to marshal private support and coordinate it with government needs.

At the center of this structure are a number of coordination and facilitation bodies, the largest of which is the Mayor's Fund to Advance New York City, which provides professional, expert management to optimize collaboration between public and private stakeholders. The Mayor's Fund is an independent, 501(c)(3) non-profit organization that occupies a unique niche between the private sector and government. The Mayor's Fund serves as a coordinator and facilitator between public agencies and private partners, helping to identify, launch, and implement partnerships. Sitting at the center of public-private collaboration, the Mayor's Fund can serve as a hub for private sector financial resources, provide leadership in the development and execution of public-private projects, help monitor and evaluate metrics and impacts, and communicate between public and private sector partners.

During the last 12 years, the Mayor's Fund has grown from modest origins to a major force overseeing extensive public-private collaboration. Originally established in 1994 under the name Public-Private Initiatives, the Mayor's Fund's scope and mandate expanded during the Bloomberg Administration. "In the Mayor's Fund, Mayor Bloomberg saw a chance to accelerate the progress we were making in

government," said First Deputy Mayor Patricia E. Harris. "Drawing on his experience as an entrepreneur and philanthropist, we built relationships with private and non-profit partners. Together, we experimented with promising new ideas, and then we went about replicating the most successful ones." Megan Sheekey, President of the Mayor's Fund, agreed, "Mayor Bloomberg's experience in the private sector and passion for philanthropy gave him a unique perspective on tools that could be employed to enhance government. It's not a coincidence that the Mayor's Fund and other partnership approaches expanded in New York City under his leadership." At the commencement of the Bloomberg Administration, the Mayor's Fund helped to support about a dozen partnerships. Today the Fund collaborates with 45 city agencies and offices and enables more than 100 distinct initiatives annually. Since 2002, the Mayor's Fund has raised nearly $400 million in non-city funds, including over $60 million for Hurricane Sandy relief alone. This role is furthered by issue-focused counterparts, such as the Fund for Public Health in New York and The Fund for Public Schools, which support collaboration in priority areas. These organizations have made significant contributions to partnerships since 2002, collectively raising more than one billion dollars.

The issue-focused funds are independent non-profit organizations contracted by the City of New York to facilitate private support for the purpose of promoting and advancing priorities and programs of city agencies and offices. In total, there are a dozen

non-profits directly affiliated with a New York City agency, which collectively have raised over $1.4 billion since 2002, not including park conservancies and other city-contracted organizations benefiting public land, facilities, and services. The City of New York contracts with over 1,800 non-profits to perform specific services and activities for particular projects (select city-oriented funds and partners are listed in the appendix).

While the increased scale and scope of support provided by city-oriented funds has been a critical element of public-private partnerships in New York City over the past 12 years, the funds' other contribution is to provide expertise and accountability to public-private collaboration. These independent organizations convene potential partners, coordinate and oversee collaborative efforts, help sustain initiatives over time, and hold program administrators accountable for results. Collaboration across sectors requires sophistication at every stage — from identifying partners, to managing communication across sectors, to program evaluation. These entities support accountability with a focus on metrics, helping to determine what worked and what did not, in addition to accurately assessing the return on a collective investment of time, energy and resources.

Through these and other structures, New York City has created a sustainable base for continued partnership as well as a platform for replication in other cities.

Section 2.

GOVERNANCE IN THE 21ST CENTURY: PUBLIC-PRIVATE PARTNERSHIPS AND EMERGING MODELS OF INNOVATION

Changes to the urban policy landscape are forcing local governments to shift the way they do business. New York City's use of public-private partnerships illustrates a set of tools that can overcome common barriers to innovation.

Partnerships and 21st Century Governance: Key Trends

Downward fiscal pressures and changing citizen expectations have prompted a discussion among experts about how government can and must change in the 21st century. Public-private partnerships are a key facet of this conversation. In particular, New York City's use of public-private partnerships can help cities catalyze two avenues to innovation: (1) leveraging networks and collaboration; and (2) creating a culture and structures that allow experimentation and risk-taking.

Leveraging Networks

Conceiving of government as a network of public and private stakeholders has emerged as a central axis of thought leadership on modern governance. "The performance of American government in the 21st century will be shaped by how well it adopts collaborative innovation to harness external resources and creativity in addressing the nation's most challenging issues," writes Satish Nambisan, a scholar at the University of Wisconsin-Milwaukee.[2]

In particular, collaboration between government and private philanthropic partners is an important part of the shift toward viewing government as a network, particularly in light of new constraints. "There is growing evidence that foundations of various types and scale are taking active steps to engage with government on a more formalized and continuous basis," write James Ferris and Nicholas P.O. Williams of the Center on Philanthropy and Public Policy, "At the same time, governments are exploring new ways to leverage philanthropic assets and to advance innovative solutions to public problems in the context of spiraling budget deficits that are compelling governments to 'do more with less.'"[3]

There are numerous ways of conceptualizing public-private collaboration, but they generally fall into a few distinct categories: the private partner as a funder or in-kind supporter; the private partner as assisting or facilitating implementation; and, the private partner as an intermediary between government and another party.[4] New York City has employed all of these diverse modes of partnership.

Enabling Experimentation and Risks

Citizens and political leaders will no longer tolerate rigidity, silos, and bureaucratic logjams. An ability to test new and more flexible approaches is essential. Public-private partnerships can be a vital pathway for this work by creating space for experimentation, channeling risk capital, and creating a more entrepreneurial environment.

One pillar of this approach is to promote experimentation through iteration. In a 2011 report, the Partnership for Public Service and the design firm IDEO, for example, urged government to "[c]reate an environment where teams can experiment early" in order to "learn faster and with less risk."[5] "Disruptive innovation" theorist Clayton Christensen, of Harvard Business School, and his colleagues agree, stating, "Any organization that wishes to adapt to its changing environment needs a system for experimenting with new technologies and delivery models. Without the *ability* to develop experimental infrastructure, fundamentally new and different approaches rarely emerge" (emphasis theirs).[6] This need to be flexible is especially acute with regard to public-private partnerships because, as Ferris and Williams state, "the complex problems that many of these partnerships are grappling with require creative thinking that may be outside of the comfort zones of either sector."[7]

Another pillar of this approach is to foster a climate that is not divided by silo, but that collaborates and communicates. The Partnership for Public Service and IDEO report notes that failure to foster effective channels of communication—a common challenge in government—can stifle innovation: "Gaps in communication and understanding are widespread due to the size and complexity of our government. These gaps prevent employees from collaborating to solve shared challenges and prohibit new ideas from spreading."[8]

New York City has used public-private collaboration to build both of these pillars into a more experimental, responsive, and flexible governing culture. Partnerships and private, non-governmental funds in the city have provided opportunities for short-term experimentation where failure is tolerated on the way to finding out what works, and agencies have been forced to communicate with each other and with multiple sectors, adopting an openness to new ideas and perspectives.

A Foundation for Innovative Governance

These trends—the role of networks and collaboration and the need for flexibility and risk-taking—encompass a wide swath of opportunities, practices, and lessons for government. At the surface, however, they form a clear composite picture of innovative government in the 21st century: a government that sees itself as embedded in a broader community of stakeholders and a government that is unafraid of experimentation and change.

Partnership Types:
A Flexible Tool to Create
New Value for the Public

Over the course of the Bloomberg Administration, New York City has engaged private partners to foster a diverse ecosystem of collaboration. The record number of partnerships that have been launched during this administration can be viewed through different lenses depending on the problem or challenge they are intended to tackle.

This report divides the New York partnership landscape into several categories designed to capture different ways public-private partnerships create public value:

These categories are not exclusive: an innovative government partnership could overcome many barriers and create several types of value. In fact, a hallmark of New York City's approach to public-private collaboration is to bring together multiple perspectives to foster an innovative orientation.

Each of these categories does, however, describe a clear type of advantage a partnership delivers, illustrating its contribution to the public interest.

Providing Services

Addressing Systemic Issues

Building Platforms

Innovating by Experimenting

Responding with Agility

PROVIDING SERVICES:
CLOSING THE RESOURCE GAP

This category is comprised of partnerships that seek to fill an emerging or existing gap in services. This could be a response to a newfound shortcoming in traditional government services, an emerging problem that challenges the capacities of the public or private sectors alone, or a gap in existing service models that leaves a segment of the population especially vulnerable.

In an age of increasing austerity in cities around the country, the ability for government to address resident needs may be constrained at the same time as the overall level of need is growing. Partnerships with private stakeholders can play a role in testing and identifying new models of service provision when strains in government capacity require adaptation or enhancement, or when working creatively across sectors can improve responsiveness to emerging or complex issues.

These partnerships can involve private stakeholders in multiple ways. They may draw on private financial support, work with a provider who directly offers a service to citizens, or bring together public and private providers to better respond to citizen or city needs. What unifies these various approaches is that they all enhance the ways in which government responds directly to citizens and communities, leveraging private resources and capacities to amplify or augment public activity.

New York City has experimented with several models of service provision. Addressing a lack of health knowledge among first-time, low-income expecting mothers, the Nurse-Family Partnership works with non-profit providers and offers an array of services to support mothers. Another partnership, Family Justice Centers, brings together multiple service providers under one roof to address the complex needs of domestic violence victims, which can include legal counseling, housing assistance, and other supports. A third example, MillionTreesNYC, mobilizes city agencies, community-based organizations, and citizens to take on a shared service: growing and caring for the city's urban green space.

What unites these partnerships is that each seeks to develop or enhance a capacity to deliver on citizen and community needs. Partnerships that close gaps in needs address service gaps that may stem from a variety of causes, ranging from social needs that are just emerging to those that only exist on the margins of government funding. In each case, however, these needs relate to a barrier of resources: time, capacity, and funding constraints that are omnipresent in government.
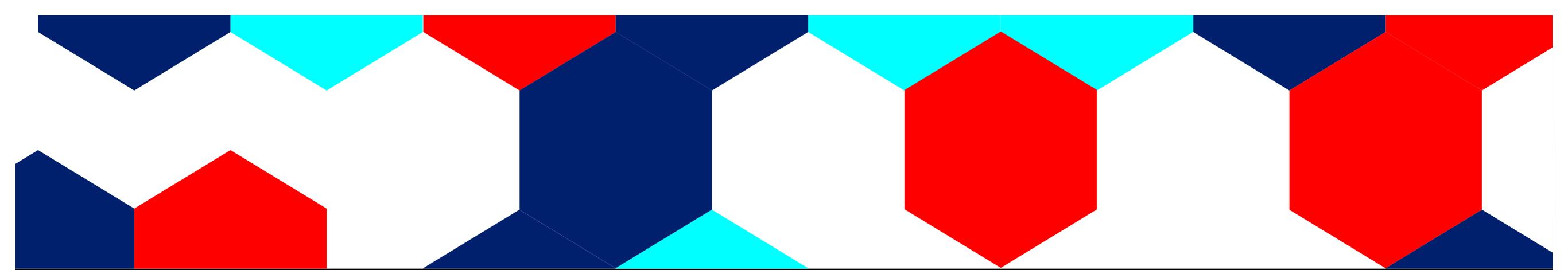
These partnerships address problems that challenge the capacities of any one agency or sector. Such problems may be systemic challenges that cut across a range of issues and services or long-term needs that require a collective response.

Pressing city problems can make it difficult to address challenges that affect citywide systems or prevent action on long-term needs. With partnerships and collaboration, private stakeholders and their city partners can confront these challenges through a variety of means.

New York City's Young Men's Initiative, for example, works with philanthropy, community-based organizations, and a range of city agencies to address the complex needs of a target population: young black and Latino men. This is a uniquely vulnerable population in New York City, requiring a range of different interventions that are collectively designed to increase opportunity over time. Similarly, Applied Sciences NYC addresses a potential long-term barrier to New York City's economic growth by targeting a cross-sector deficiency in applied research and science talent. Working with universities and businesses to build a dedicated science and technology campus, the program seeks to bolster the city's ongoing science, technology, engineering, and mathematics (STEM) capacity for decades to come.

These partnerships take a wide lens, engaging partners to help government and the private sector move beyond a narrow focus and institutional silos. They facilitate government and its partners in overcoming the overly targeted perspectives that may emerge from a single agency, service area, or sector. In this way, such partnerships close gaps that grow when government agencies, acting alone, cannot stem the tide.
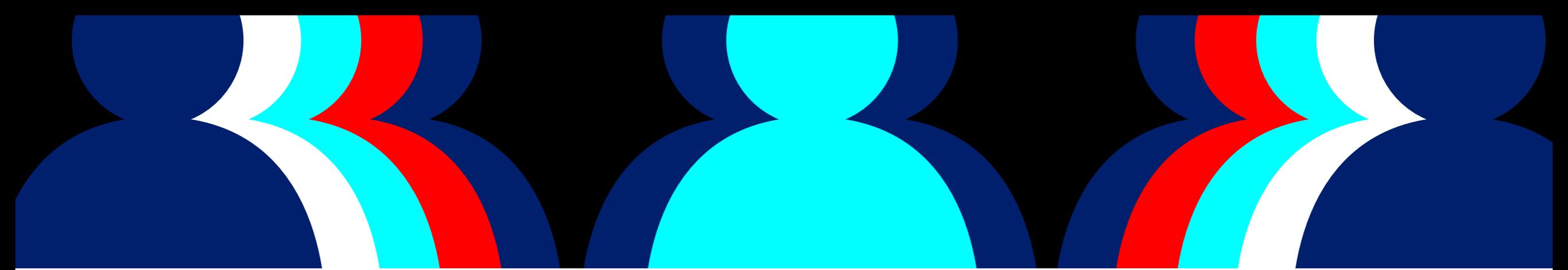
BUILDING PLATFORMS:
CLOSING THE ENGAGEMENT GAP

This category details efforts that offer platforms for private citizens and individuals to directly assist in addressing city challenges. These initiatives enable citizens to participate in their city and community in myriad ways. This can include volunteerism, open government initiatives, and participatory forums that allow citizens to connect with likeminded peers and become independent problem solvers.

The opportunities for citizens to take governance into their own hands have never been more abundant. Technology, in particular, has permitted citizens to interact with government in a peer-to-peer context, providing input, identifying problems, and even developing homemade solutions that help their fellow residents without any direct intervention by government. What defines this category is that the citizen moves from recipient of city services to partner with city government in solving community problems.

Taking advantage of the creativity and civic-mindedness of its residents is imperative for cities. In a time of shrinking city budgets, citizens are a vital resource. This is equally true of non-profits and community-based organizations, many of which have seen their own capacities shrink since the onset of the Great Recession.

New York City has built several types of platforms to engage citizens. One approach is NYC Service, an umbrella initiative to create, catalyze, and coordinate opportunities for New Yorkers to invest in their city. The initiative provides overarching structure and management for 21 different projects and programs,

helping agencies identify opportunities to leverage citizen service and direct civic initiative to the areas of greatest need. A different approach to building platforms is illustrated by NYC BigApps, a competition that opens up government datasets, allowing the tech community to design applications that serve a city need. Since the program's inception, app makers have designed applications that help citizens find parking, schools, and healthy food options, among others.

Residents can and want to be part of the solution to problems they encounter in everyday city life. The engagement gap emerges when cities fail to develop platforms that allow people to make themselves active partners. Cities can close this gap by establishing opportunities for citizens to follow their own initiative and easily identify — and then react to — a perceived need.
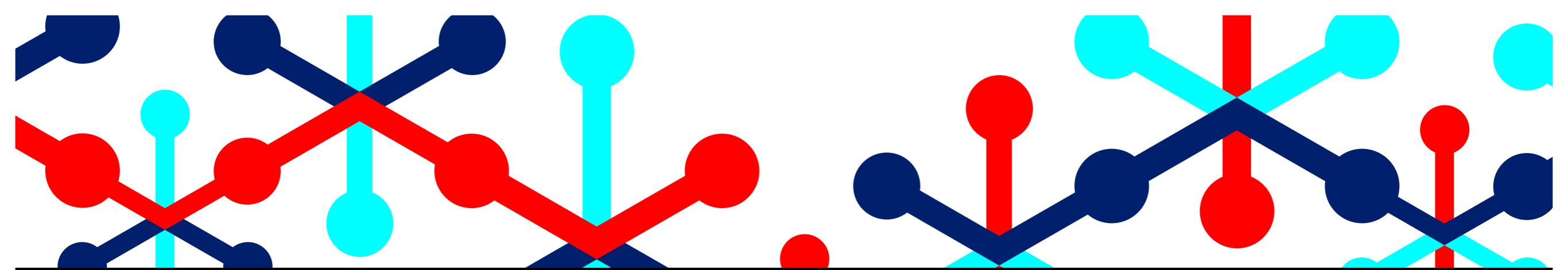
INNOVATING BY EXPERIMENTING:
CLOSING THE RISK GAP

This category describes partnerships that self-consciously seek to test a new approach or develop a pilot program. Such initiatives can create the space for experimentation and mitigate the risks associated with failure.

Cities can serve as laboratories for innovation, testing and piloting novel efforts to develop evidence-based policy. Yet this capacity is subject to meaningful constraints. The lion's share of public resources are committed to specific services or approaches that are known and for which there are existing constituencies. Some are more effective than others. Helping reconcile the need to experiment with the responsibilities of governance, partnerships — with the infusion of private funding — can serve as the test bed for government, allowing leaders to experiment, evaluate, and, if successful, replicate. Equally important is the expectation that the programs will not be continued if they are not successful.

Partnerships have emerged in the Bloomberg Administration as a primary vehicle for testing new approaches that, if successful, have been mainstreamed into the city budget. The Mayor's Center for Economic Opportunity (CEO), created in 2006, uses this philosophy in its various efforts to reduce poverty. One of CEO's key initiatives is a fund that draws on private resources, as well as a federal grant, to test experimental programs, scaling up interventions that work, and abandoning those that do not yield desired results.

Risk aversion contributes to an innovation gap in cities. Administrators may be rightfully concerned about the prospect of failure, particularly when taxpayers are footing the bill. When the private sector and non-profits can step in, either by helping to finance or manage experiments, cities can create room for more innovative thinking. By either mitigating risks or shifting funding risk onto private shoulders, these programs close the innovation gap, opening up space for new ideas and approaches to strengthen public services.
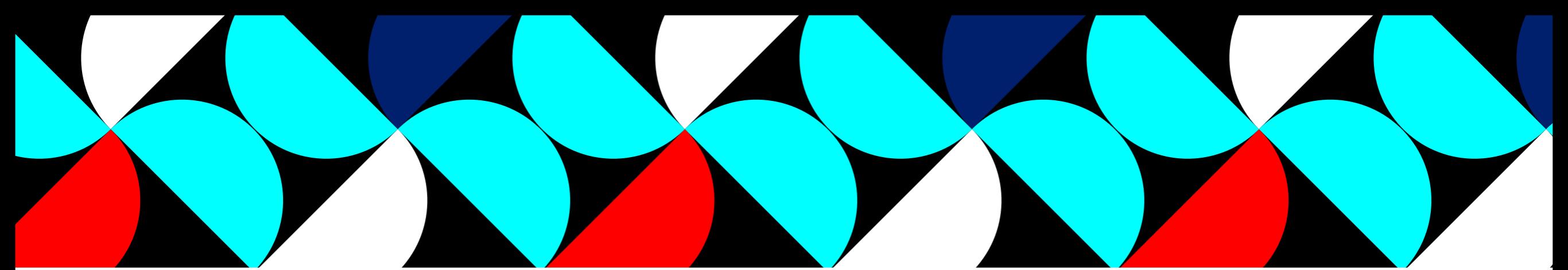
Partnerships are sometimes the most efficient means of helping government to operate more effectively in response to exigent circumstances. This can include crisis-level events that call on multiple sectors, but also issues that challenge traditional modes of government activity.

Regulation and bureaucratic structures can be essential to government, serving as the bones and muscles of effective city leadership. In times of crisis or when facing unusual challenges, however, these structures can resist the need for fast action or grow rigid when asked to facilitate non-traditional activity. In such circumstances, private stakeholders can help government flexibly respond to large-scale challenges by contributing networks, resources, and ingenuity. These collaborations can also sometimes allow government to take on new roles, such as when a problem requires a collective response or demands that government serve as advocate alongside its traditional role as policymaker.

When parts of New York City were devastated by Hurricane Sandy, the scale of the disaster required immediate response at a level that exceeded the capacities of any one agency or even city government alone. Through the leadership of the Mayor's Fund — in partnership with countless other city agencies and community-based organizations — New York City was able to respond to the immediate effects of the storm and, at the same time, provide the groundwork for a long-term response to the damage.

Another kind of flexibility has been required to reduce excessive sodium intake. Because the problem is endemic to the national food system, no single city could make a difference. In response, city health officials worked with private health organizations, food producers, and their colleagues in other localities and jurisdictions to form the National Salt Reduction Initiative. This collaboration provided an opportunity to address nationwide food producers in a collective capacity and created a platform for advocacy.

In times of crisis, or when confronted with challenges that force government to take on new roles, partnerships can close the flexibility gaps that arise from inherent constraints on agencies. By allowing government either to respond more quickly to a problem or by shifting government's role, these partnerships enhance agility, allowing government to move nimbly and in non-traditional capacities.

Providing Services: Closing the Resource Gap

Filling an existing service gap or providing a new service based on an emerging need.

Barrier Addressed: **Resources**
Government time, capacity, and resources are often significantly constrained.

Case Studies
Family Justice Centers
MillionTreesNYC
Nurse-Family Partnership
NYC Green Carts
Safe Haven

Snapshots
The High Line
Spaceworks
NYCitizenship in Schools

Addressing Systemic Issues: Closing the Silo Gap

Addressing a systemic challenge, or building long-term institutional or citywide capacity.

Barrier Addressed: **Narrow Focus**
Cities are not structured to facilitate the cross-agency and cross-sector collaboration required to address systemic challenges.

Case Studies
Young Men's Initiative
Applied Sciences NYC
Primary Care Information Project
NYC Leadership Academy

Building Platforms: Closing the Engagement Gap

Cities can serve as a platform to provide citizens with an opportunity to get involved and become municipal problem solvers.

Barrier Addressed: **Lack of Engagement**
Frequently, there are no platforms or processes in place to leverage meaningful citizen engagement.

Case Studies
NYC Service

Snapshots
Gap App Challenge
NYC BigApps
Change by Us NYC

Innovating by Experimenting: Closing the Risk Gap

Piloting or testing a new approach to an existing problem.

Barrier Addressed: **Risk Aversion**
Anxiety about failure can stifle creativity and inhibit innovative thinking.

Case Studies
Center for Economic Opportunity
The Rikers Island Social Impact Bond

Responding with Agility: Closing the Flexibility Gap

Responding to needs or events that pose unique challenges requiring fast action or non-traditional approaches. Providing the ability to advance a city's work outside of its "typical" mission.

Barrier Addressed: **Inflexibility**
Regulations, policies, and bureaucracies can be impervious to rapid change or non-traditional circumstances.
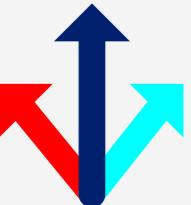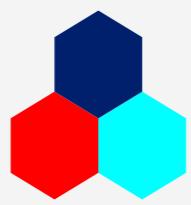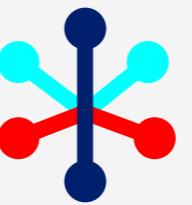
Case Studies
Hurricane Sandy Relief
National Salt Reduction Initiative

Section 3.

COLLABORATION UP CLOSE: CASE STUDIES OF SELECT PARTNERSHIPS

To better understand these elements of the New York City ecosystem of public-private partnerships, this report provides an up-close examination of a range of specific partnerships as well as snapshots of others.

They are categorized by their area or problem of focus:

Providing Services	**Addressing Systemic Issues**	**Building Platforms**	**Innovating by Experimenting**	**Responding with Agility**
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Providing Services

Case Studies:

Snapshots:

Family Justice Centers

A program featuring one-stop help for victims of domestic violence, allowing them to access a variety of services, from counseling to financial assistance.

Once every two and a half seconds, someone in America is the victim of domestic violence.[9] Responding to domestic violence can be challenging and terrifying for the victims — many are hesitant to come forward to seek the protection and help they need to live in a safe and happy environment.[10] City government can play a vital role in both aiding victims and preventing violence, but only when services respond to the unique characteristics of this challenge and its consequences.

The New York City Family Justice Center Initiative addresses the fact that many prevention and victim services for those experiencing domestic violence are often siloed and disconnected. Family Justice Centers currently operate in three boroughs – Brooklyn, Queens, and the Bronx, with a fourth Center opening in Manhattan in 2013 – all of which house "a myriad of domestic violence services in one location," said Yolanda Jimenez, Commissioner of the Mayor's Office to Combat Domestic Violence.

Family Justice Centers were designed and are operated by the Mayor's Office to Combat Domestic Violence, which was formed in 2001. An initial task of the Office was to develop a detailed understanding of the needs of victims of domestic violence. Finding that victims' "service needs need to be met by many different city agencies" and that "there's not just one single agency that can provide all services," the Office developed an approach to comprehensive service delivery, Jimenez explained.

The first Family Justice Center opened in Brooklyn in 2005 with a two-year, $1.2 million grant from the U.S. Department of Justice, and additional funding from private donors administered by the Mayor's Fund. The Queens and Bronx Family Justice Centers opened in 2008 and 2010, respectively, and with the recent opening in Manhattan and upcoming expansion to Staten Island. The Centers will soon stretch to all five boroughs.[11] As of July 2013, Family Justice Centers have been incorporated into the city budget, providing an example of a piloted program becoming institutionalized. Support administered by the Mayor's Fund will continue to enhance the essential elements that are now funded by the city.

The services provided at Family Justice Centers include counseling, public benefits assistance, prosecutor meetings, support groups, and assistance with finances and housing. More than 20 languages are spoken across the Family Justice Centers, and child care is provided at each location for parents to use as they receive services on site. Additionally, services can be spread over multiple visits and clients normally come back to the Center at least six times in order to access the wide variety of services offered.

Partners: Mayor's Office to Combat Domestic Violence, District Attorneys' Offices, seven agencies and departments, Mayor's Fund to Advance New York City, and 27 non-profit organizations.

Impact: Over 93,000 clients have been assisted since 2005 and the program has inspired worldwide replication.

Further Reading: nyc.gov/domesticviolence

How the Partnership Works

The needs of domestic violence victims are urgent and varied, and there is a corresponding imperative to deliver services from multiple agencies and private providers. Family Justice Centers enable such coordination, as a client is able to access, for example, "assistance with immigration, family law, and matrimonial issues," Jimenez said. "Having services all in one location dramatically decreases the travel time and other burdens for clients who otherwise would have to visit multiple agencies and providers." Carol Kurzig, President of the Avon Foundation for Women, a lead funder, echoed Jimenez's sentiment: "The ripple effect in all of these agencies and non-profits who were collaborating led to an efficiency in the way these services were provided, making them so much simpler to women going through such difficult experiences."

The Mayor's Office to Combat Domestic Violence plays a central role in Family Justice Centers, providing key administrative staff support and managing daily coordination. Individual non-profits also provide services within Family Justice Centers. Altogether, over 50 organizations help make Family Justice

Centers possible, including the Mayor's Fund, the District Attorneys' Offices, seven other New York City agencies and departments, multiple borough- and state-level agencies, and dozens of non-profits. "The fact that the public sector invited in the not-for-profit sector created an opportunity for all of us to help people more effectively than ever before," noted David Saltzman, whose foundation provides funding for the program.

Before July 2013, the city largely funded the administrative costs of the Family Justice Centers, while private donors and non-profits provided and volunteered services. Moving forward, a greater share of basic operations will be covered by city government allocations.[12]

"Success is engagement — continued engagement."
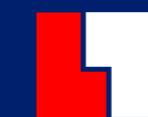
Key Program Details

Staff: In addition to agency and non-profit staff at individual Family Justice Centers, the Office to Combat Domestic Violence contributes administrative support and overall coordination.

Structure: The Office to Combat Domestic Violence provides strategic guidance to Family Justice Centers. Agencies and non-profits help deliver coordinated services.

Funding: City government funds administrative and operational costs of Family Justice Centers, and private donors fund additional services through the Mayor's Fund to Advance New York City. Beside city allocations, over $6.6 million has been donated to the initiative. Funders include the Avon Foundation for Women, Joe Torre Safe at Home Foundation, Robin Hood Foundation, and HopeLine from Verizon Wireless.

Impact

While Family Justice Centers serve several purposes, Jimenez indicated that the main goal is making it as easy as possible for domestic violence victims in New York City to get the help that they need regardless of their immigration status or the language that they speak. "Success is engagement — continued engagement. Ensuring the safety of the client is our number one focus. Someone who's engaged with us is less likely to have a recurring incident."

Other impacts include:

Clients Assisted: between 2005 and 2013, over 93,000 clients were assisted and there have been over 200,000 client visits to the Family Justice Centers.[13]

Decreasing Family-Related Crimes: due in part to the initiative's focus on ongoing aid to victims, the city has seen a 16 percent decrease in family-related crimes since 2001, the year that the Mayor's Office to Combat Domestic Violence was established.[14]

Increasing Collaboration: Family Justice Centers have helped to foster a more collaborative approach among providers, including both city agencies and non-profits. When launching the program, Megan Sheekey noticed that among agencies, "surprisingly, there was very little connection — and there was actually a disincentive for organizations with city contracts to be housed at the Family Justice Centers." The Family Justice Centers provided the city with an opportunity to realign its contracts for domestic violence services to encourage non-profits to place staff on-site at the Centers. The Centers also provided a window for officials to see the real impact city policies had on victims as well as the ability to modify the policies to make it easier for victims to get help. Sheekey noted that, "for us, increasing collaboration among both city agencies and community-based organizations is a big win."

International Replication: technical assistance with the Family Justice Center model has been provided to 44 jurisdictions globally.[15]

Tips for City Leaders

Program officials have several suggestions for leaders seeking to improve wraparound services for vulnerable residents:

Consider a Dedicated, Private Funding Arm: city-oriented funds can help sustain resources and facilitate effective coordination when services are shared across public and private partners. Said Jimenez, "In other cities where they've tried to open these centers, they've been having some challenges around sustainability and governance, and people are now looking to us to see how our model gets support from government, but we've also been able to fold in the private sector." She went on to note that other cities are "very interested in the city's Mayor's Fund to Advance New York City," after seeing how having such a 501(c)(3) organization can contribute to effective program implementation.

Keep Everyone at the Table: a partnership's culture can ensure partners stay involved in the program at a meaningful level. Jimenez discussed the importance of inclusivity in fostering community buy-in from the broad range of private sector providers participating in the Centers. "It's not just [community-based organizations] pointing the finger at the government," she explained. "It's about having all stakeholders at the table and figuring out how best to meet the needs of victims through collaborative partnerships."

Leverage Comparative Advantage: depending on the service provided, having non-profits in one location allows them to focus on what they do best, maximizing efficiency and improving outcomes for beneficiaries. Jimenez called the program a "win-win" for foundations, non-profits, and city governments alike, noting that many of the 27 non-profits "place staff at the Centers on a voluntary basis. Government, NGO, and private foundation partners have seen this model as a way to leverage resources for their clients. They are able to as a whole better serve their clients. They get the fact that, by placing everybody under one roof, their dollars go much further."

MillionTreesNYC

A campaign launched in 2007 to plant 1,000,000 trees in New York City by 2017.

Partners: New York City Department of Parks & Recreation, New York Restoration Project, Mayor's Fund to Advance New York City and an advisory committee of over 60 corporations, philanthropies, community organizations, and city agencies.

Impact: 776,019 trees have been planted as of September 2013, capturing as much as 400 tons of air pollution annually.

Further Reading: milliontreesnyc.org

A vital service that can easily be overlooked is the need to grow and expand urban green spaces. From the looming specter of climate change, to the day-to-day health needs of children with chronic conditions such as asthma, cities must find ways to invest in trees. Yet mobilizing resources and finding space can be a challenge.

Tackling the lack of green spaces is one component of Mayor Bloomberg's PlaNYC sustainability agenda. Released in 2007, PlaNYC addresses the city's long-term needs through infrastructure investment, economic modernization, and environmental stewardship. The plan activates public and private partners to work toward measurable targets, one of which is to reduce 2005-level greenhouse gas emissions 30 percent by 2030.

MillionTreesNYC, also launched in 2007, aims to contribute to this reduction in emissions by planting 1,000,000 trees in New York City by 2017, increasing the total number of city trees by 20 percent. At the core of the project are two lead partners: the New York City Department of Parks & Recreation and New York Restoration Project, a non-profit founded by celebrity New Yorker Bette Midler.

The city and New York Restoration Project — with fundraising support from the Mayor's Fund — divided the burden: the city would plant 70 percent of the total trees in public spaces, and private partners would plant the other 30 percent in publically-accessible private land. This approach provided access to potential planting sites beyond parks and other public lands, such as public housing campuses, schools, hospitals, libraries, highways, and other low-income housing.

Key features of the program include:
Individual Engagement: residents can request that trees be planted on their block, join a tree planting

event, attend workshops hosted by the Parks Department's "TreeLC" program, or even apply for a "mini-grant" to support community tree planting.

Building Awareness: the MillionTreesNYC initiative pursued various marketing campaigns to make New Yorkers aware of the benefit of trees and encourage them to plant a tree on their own property or adopt a street tree in their neighborhood. New York Restoration Project has provided classroom instruction and curricular support to educate young New Yorkers about the importance of trees.[16] Morgan Monaco, Director of MillionTreesNYC, notes that educating young people about trees "makes sense" because "the youth are going to inherit these trees" and play a crucial role in tree stewardship for years to come.

Creating Opportunity: the MillionTreesNYC Training Program helps young people develop employment skills through work on environmental projects.[17] Monaco explains, "We're planting all these trees; we needed to have a thoughtful plan in place to take care of them. We realized we had an opportunity to strengthen and diversify the industry of arborists" and also address other problems such as poverty, "so we created a green-jobs training program and recruited people who were not employed and empowered them to help us maintain our new trees." The training program has been a great success, with over 75 percent of the program graduates between 2008 and 2012 securing jobs.[18]

Data-Driven Evaluation: the campaign focuses on robust data-gathering. According to Monaco, the Department of Parks & Recreation "conducted our street tree census so we had all the data on how many trees there were across the five boroughs, and how much space there could be for new plantings, quantifying the value to the city in dollars per tree."

How the Partnership Works

Cross-sector partnership is an essential part of MillionTreesNYC because private partners are central in identifying and opening up spaces in which to cost-effectively plant and care for trees — spaces not accessible to city agencies. "The big innovation for us was being able to take on the whole landscape beyond the traditional jurisdiction of the Parks Department," said Amy Freitag, Executive Director of the New York Restoration Project. The Department "represents 10 percent of the available planting space in the city — 26 percent of available space is in private property. We had to figure out how to partner with private property holders." Freitag noted that the program figured out "how to get trees into low-income areas and do it with local, community-based development organizations," explaining, "when you work with a local, well-known, respected community partner, suddenly there are people waiting hours in line for trees."

Working with private partners also enabled the city to coordinate with a knowledgeable network of environmental stakeholders. As Monaco recounts: "When the campaign started, we created the 'advisory board,' which was comprised of over 60 different organizations that we engaged to help us leverage the resources of everybody [in the city] who was in the business of planting trees or [involved] in environmental education and stewardship." These private partners have played a major role in the campaign, one that goes beyond financing. New York Restoration Project has helped to coordinate the private planting efforts. This includes drawing attention to the campaign through the leadership of Mayor Bloomberg and Bette Midler, whom Monaco notes is "someone people will listen to."

In addition to substantially increasing opportunities to plant trees, the partnership has also augmented the total resources available to the campaign. The Mayor's Fund and New York Restoration Project have raised over $25 million in private funds for MillionTreesNYC initiatives.[19]

Moving forward, both public and private leaders believe that shared ownership of the initiative will ensure its longevity. Said Freitag, "as the non-profit partners for MillionTreesNYC, we know that private planting and stewardship will continue well beyond the Bloomberg Administration."

"When you work with a local, well-known, respected community partner, suddenly there are people waiting hours in line for trees."

Key Program Details

Staff: Staff are drawn from the New York Restoration Project, the Department of Parks & Recreation, and a dedicated MillionTreesNYC staff.

Structure: The Department of Parks & Recreation will plant about 70 percent of the total trees and private partners will plant the remaining 30 percent. Partners are convened through an Advisory Committee of over 60 corporations, philanthropies, community organizations, and city agencies.

Funding: New York City allocated $400 million to the project. The private campaign raised over $25 million, led by New York Restoration Project and the Mayor's Fund to Advance New York City. Lead funders include David Rockefeller, Bloomberg Philanthropies, Toyota, ConEdison, Home Depot Foundation, BNP Paribas, and TD Bank.

Impact

MillionTreesNYC has had a variety of benefits for the New York City community, including:

More Trees: as of September 2013, 776,019 trees have been planted, putting the project ahead of schedule. Between 1995 and 2007, only 120,000 trees were planted.[20]

Broad Engagement: the TreeLC tree adoption program has offered 1,060 workshops and reached 13,500 people.

Health and Well-Being: soot pollution alone contributes to thousands of deaths and illnesses each year.[21] When the program was started, New York City's 5.2 million trees already captured 2,202 tons of air pollution annually, meaning that each new tree planted captures .85 pounds of pollution a year. By this measure, the city's new trees could reduce air pollution by an additional 400 tons.[22] Overall, city greenhouse gas emissions have decreased by 16 percent since 2005.[23]

Economic Value: by aiding energy efficiency, New York City trees save $27.8 million per year. Overall, a study showed that each tree produces $209 in annual value – a $5.60 return for each dollar invested in preservation and maintenance annually.[24]

Tips for City Leaders

Program leaders offer advice to other cities interested in creating a similar partnership:

Get Ideas from All Corners: leading partnerships of this magnitude requires reaching across the range of potential participants for ideas, energy, and input. "We definitely recognized from early on that this was bigger than [the Parks Department] and New York Restoration Project. If we wanted to create a movement, we had to engage everybody," said Monaco.

Leverage Comparative Advantage: partnerships can make use of the unique assets of collaborating stakeholders. New York Restoration Project was already a respected organization and Bette Midler provided leadership and energy that helped to generate excitement around the initiative. City government was able to create space for New York Restoration Project to make the most of its unique strengths and reach – getting to people and spaces city government could not. The program taps the interest and resources of diverse stakeholders in other ways as well. According to Freitag, MillionTreesNYC works with partners to run public service announcements, elevating the campaign while helping partners emphasize their environmental commitment.

Nurse-Family Partnership

Registered nurses work with low-income, first-time mothers throughout pregnancy and the child's first two years of development.

Every child deserves an equal opportunity to thrive and succeed. Unfortunately, the devastating effects of poverty mean that the children of low-income families come into the world facing significant obstacles. Providing services when mothers are expecting or have just given birth can make a difference, but there are few suitable models with a strong track record. The Nurse-Family Partnership works to fill this gap by providing expectant mothers with advice and support.

Through this initiative, registered nurses work with first-time, low-income mothers during pregnancy and through a child's first two years of life. Nurses meet with women at their homes once a week or once every two weeks to guarantee a healthy pregnancy and set mothers and their children on a positive long-term path.

The length of these partnerships allows nurses to form meaningful connections with mothers and customize their work to the circumstances and needs of the family. Common services include monitoring the women's health, ensuring that mothers have an adequate support network, and connecting them with educational and employment opportunities.[25] "It pays off over the lifetime of that child," New York City Health Commissioner Thomas Farley commented, "but you've got to put the money in up front."

The Nurse-Family Partnership model was pioneered by Dr. David Olds and implemented in cities across the country during the 1990s following rigorous testing.[26] "This is a program that was developed by one researcher," Farley explained, "and the question was, 'Could this be turned into a routine program?'"

The program was first adopted by New York City in 2003 with 100 clients and increased to over 900 by late 2007. Nurses have worked with over 8,000 New York City mothers and their families and currently serve more than 1,800 individuals at seven locations throughout the city.[27]

The city has also found new ways to build on the original nurse-family model. In 2006, Dr. Olds worked with city officials to create the Targeted Citywide Initiative, a program that connects nurses with expectant mothers who are homeless, in foster care, or in prison.[28]

Thanks to private funding administered by the Fund for Public Health in New York, the city has been able to provide additional support for nurses and their clients. These efforts include The Heart's Desire Scholarship Fund, which assists participating mothers in pursuing their education, and a clinical rotations program for nursing students through the Partnership.[29] The additional elements of the Nurse-Family Partnership that were pioneered in New York City illustrate how "targeted investment of private dollars leveraged through public-private partnership can support innovation and enhancements to an existing model for greater reach and impact," Sara Gardner, Executive Director of the Fund for Public Health in New York, commented.

Partners: Department of Health and Mental Hygiene, Center for Economic Opportunity, Fund for Public Health in New York, and non-profit implementation partners.

Impact: Has served over 8,000 women in New York City, with proven results across a series of experiments and evaluations.

Further Reading: nyc.gov/html/doh/pregnancy/html/during/prenatal_nfp.shtml

How the Partnership Works

The public-private partnership proved its worth by enabling project leaders to experiment with a new program through flexible resources: New York City was able to draw on several funding sources and creatively combine them. The program began under the leadership of the Department of Health and Mental Hygiene (DOHMH), which worked with the national Nurse-Family Partnership non-profit to pilot the program in Jamaica, Queens in 2003. The Center for Economic Opportunity made scaling up the program an immediate priority when it launched in December 2006.[30]

DOHMH disburses program funding to five New York City non-profits, whose teams of nurses conduct visits and implement the program.[31] The New York City program receives guidance and guidelines from the Nurse-Family Partnership National Service Office.

Since 2005, the Fund for Public Health in New York has led the private fundraising effort, yielding over $7 million in private funding to support program enhancements. These private partners have enabled the city to test augmentations to the Nurse-Family Partnership model, leading to programmatic success that would have otherwise been impossible. Recognizing that public funding is key to the long-term sustainability of the core program, program officials have relied on substantive data collection and analysis to make the case for additional government funding.

Nurses have worked with over 8,000 New York City women and their families and currently serve over 1,800 individuals at seven locations throughout the city.

Key Program Details

Staff: The program is located at seven sites throughout the city, and nurses currently work with more than 1,800 mothers.

Structure: The Department of Health and Mental Hygiene runs the program. Non-profits directly administer services.

Funding: Public funding is supplemented by over $7 million in private support raised by the Fund for Public Health in New York. Lead funders include the New York City Department of Health and Mental Hygiene, New York State, Robin Hood Foundation, Pinkerton Foundation, Altman Foundation, Starr Foundation, Samberg Family Foundation, Starr International Foundation, Edith Glick Shoolman Children's Foundation, New York State Health Foundation, Arthur Foundation, Schwartz Cousins Fund, Jonas Center for Excellence in Nursing, Newman's Own Foundation, and Dunn Foundation.

Impact

In addition to carefully measured city-specific outcomes, the Nurse-Family Partnership model has been tested in three randomized controlled trials, and its progress is also monitored by states and cities that join New York City in implementing the program. These trials show a broad range of tangible benefits including better health outcomes and lower rates of criminal behavior for both mother and child. Among the specific impacts:

Expanding Health and Opportunity: compared with those not in the program, children of participating mothers in New York City are 16 percent more likely to be current with their immunizations at 24 months of age.[32] Teenage mothers in the New York City program are also 15 percent more likely to receive their high school diploma or equivalent.[33]

Broad Impact: the New York City program saw a 383 percent increase in enrollment between 2007 and 2011. In 2012, the city proposed more comprehensive Medicaid funding for the program.[34]

Significant Return on Investment: the Coalition for Evidence-Based Policy gave the program its "Top Tier" rating, and a RAND Corporation report estimated that nurse partnerships with "high-risk" mothers returned $5.70 for every dollar invested.[35]

Tips for City Leaders

City officials identified multiple lessons for others seeking to address service gaps in low-income populations:

Consider Long-Term Sustainability: combining both public and private support for services can improve a partnership's longevity, if done strategically. Farley explained that, as long-term sustainability was a key target outcome, it was important to have a plan to transition from private support to stable public funding. "Private dollars usually are for limited time periods," he noted. "So if you have a program that needs resources year after year you need a sustainability plan that includes public dollars."

Put Evaluation at the Center: partnerships that pursue an evidence-based approach, even without long-term resources, have a better chance of opening up opportunities. "Good ideas attract money," Farley urged. "If you really have a good idea—even if you don't have a penny—and you go around to other people who care, money will appear to get it going."

NYC Green Carts

An initiative licensing up to 1,000 vendors to operate mobile fruit and vegetable carts in "food deserts" within the city.

Far too few Americans eat enough fruits and vegetables each day, a deficiency that exacerbates the risk of strokes and heart disease.[36] The problem is especially acute in many urban communities, where a trip to the grocery store often means a lengthy walk or bus ride. In New York City, nearly 58 percent of adults are overweight or obese and close to 11 percent have been diagnosed with diabetes, according to the 2011 New York City Community Health Survey.

The NYC Green Carts program addresses this service gap by recruiting private vendors to bring fresh produce into these "food deserts." The program, adopted in March 2008, established 1,000 permits for vendors to operate mobile fruit and vegetable carts in high-need neighborhoods throughout the five boroughs. Locations are determined using data from the Department of Health and Mental Hygiene Community Health Survey (DOHMH).[37] Permits have been phased in over the first several years of the program.

To help vendors succeed in new neighborhoods, private partners and DOHMH provided marketing support, technical assistance, and equipment, such as access to Electronic Benefit Transfer terminals, allowing residents to use public benefits to purchase fruits and vegetables.[38]

"Green Carts is one of the projects we're most proud of," explained Nanette Smith, Special Assistant to the Mayor. "We were able to bring together merchants, government — everybody."

Partners: Department of Health and Mental Hygiene, Mayor's Fund to Advance New York City, Fund for Public Health in New York, and Karp Resources, a non-profit partner.

Impact: Has increased fruit and vegetable availability for New Yorkers living in "food deserts" and promoted healthier eating.

Further Reading:
nyc.gov/html/doh/html/diseases/green-carts.shtml

"Green Carts is one of the things we're most proud of. We were able to bring together merchants, government — everybody."

How the Partnership Works

NYC Green Carts relies on public and private partners playing complementary roles, with government opening up space for entrepreneurship, and private vendors working with philanthropy to bring more fruits and vegetables into food deserts.

When the program was conceived, a key policy barrier was the number of permits available to mobile vendors, which had been capped. Together, the Mayor's Office and the City Council were able to lift this cap to facilitate new entrants into the market. From there, private partners got the program off the ground. "Government could look at changing this law to enable permits to be used, but there's a lot more that can be happening to make this viable, in terms of promoting it to the public, getting vendors up and running, and providing the technical assistance vendors need," said Rick Luftglass, Executive Director of the Laurie M. Tisch Illumination Fund, the primary philanthropic supporter of the Green Carts program.

Private stakeholders came together with public officials to address these challenges. The Laurie M. Tisch Illumination Fund collaborated with DOHMH through the Fund for Public Health in New York and with the Mayor's Fund to work with vendors, providing them with education and equipment. This part of the project was managed by subcontracting with Karp Resources, a consulting firm with expertise in the food industry.[39]

During the early years of the program, partners experimented to figure out the right mix of supports to help the vendors achieve sustainability. "That first year there was a real learning process," said Luftglass. "There were some big components that just did not work." To enable learning and adaptation, Luftglass continued, the partners "did an analysis both with the Department of Health and Karp Resources on what were effective strategies, what did not work out, what were some of the positives that, if you juice those up, you really will increase the likelihood of success, and what are those things that were problematic that you can try to mitigate or work around or stop doing?"

During the early years of the program, partners experimented to figure out the right mix of supports to help the vendors achieve sustainability.

Key Program Details

Staff: The Department of Health and Mental Hygiene manages the project with support from the Laurie M. Tisch Illumination Fund and in partnership with Karp Resources.

Structure: The Department of Health and Mental Hygiene worked with the City Council to allow for more mobile vendor permits. Private partners helped promote the venture, offering education and providing technical assistance to the vendors.

Funding: Over $1.9 million in grant funding from the Laurie M. Tisch Illumination Fund helped the project get off the ground.

Impact

In seeking to expand the availability of nutritious food for New Yorkers, program officials and philanthropic leaders explained that success is both positive health outcomes and the long-term viability of vendors serving high-need communities.

Among the specific impacts:

Improved Health: NYC Green Carts was established to increase availability of fresh fruits and vegetables in high-need neighborhoods — those where at least 14 percent of residents, when polled, reported eating no fruits or vegetables the day before. Initial results are promising: an October 2011 DOHMH report citing community surveys found that the percentage of adults eating at least five daily servings of fruits and vegetables increased by three percentage points between 2008 and 2010, and that, "while these findings cannot be directly attributed to the Green Cart program, they are positive results in the context of the agency's many nutrition-focused initiatives."[40]

Availability and Sustainability: by introducing mobile food carts that carry fresh produce in high-need neighborhoods considered to be "food deserts," NYC Green Carts is contributing to increased access to a variety of fresh fruit and vegetables. This progress is aided by growing interest among vendors to participate in the program. Said Luftglass, "What's been happening to date is that we see more vendors coming in than going out."

Positive Competition: Thomas Farley noted that the initiative may have actually spurred other local stores to provide more produce of their own. By monitoring nearby stores, he explained, the city found that "lo

and behold, the fresh produce availability in the brick and mortar stores increased. They may have responded to the competition by offering more fruits and vegetables themselves."

Replication Potential: the initiative's early results have made it a blueprint for other cities, with Philadelphia, Chicago, and Los Angeles all experimenting with similar programs of their own.[41]

Tips for City Leaders

NYC Green Carts illustrates how clearing away policy barriers can catalyze private initiative. Among the lessons city leaders stress:

Leverage Comparative Advantage: private partners can sometimes accelerate programs by operating at a different pace. Officials noted that early-stage private financing was critical in speeding up NYC Green Carts project timeline. "Philanthropy is fast," Smith said, "we probably would have done the Green Cart initiative eventually, but having the private support got us out there faster."

Promote Competition and Experimentation: leaders advised seeking areas where small policy changes can create competitive markets that improve services. "People should look for opportunities like NYC Green Carts," Farley said, "where you change a policy and channel market forces and get a social good."

Focus on Outcomes: designing effective collaboration requires a mutual understanding of the goals and desired outcomes. Luftglass explained that it is important to "be very clear about what you're trying to accomplish and how it is supporting the goal you are trying to achieve."

Safe Haven

A homeless transitional housing program designed to assist those who are unlikely to otherwise receive services.

Homeless individuals can be a difficult to reach but desperately in-need population. This is especially true of the chronically street homeless individuals who face additional challenges such as mental health or substance abuse issues. For these individuals, the very policies designed to help address homelessness may be a barrier. That is because many city programs "have a very clear set of rules and regulations and entry points, for example, in this case sobriety and curfews," explained Megan Sheekey. These rules are traditionally designed to protect and support many of those seeking to move from homelessness to permanent housing.

Along with private partners who work every day with this vulnerable group, officials at the Department of Homeless Services (DHS) sought a new approach to facilitate the entry of even the most challenged individuals into transitional housing. "If we lower the bar for these individuals," said Sheekey, "we're going to engage them and the end goal of them receiving permanent housing is more likely."

This decision served as the catalyst for the creation of Safe Haven, which provides flexible entry requirements designed to reach individuals who are seeking stability, but who are challenged by typical policies. Initiated as a privately funded 19-bed pilot program in 2006, Safe Haven expanded to 200 beds in 2007, and now, backed by public support, offers 545 beds at ten sites throughout New York City.

Aside from shelter, Safe Haven clients receive meals, showers, laundry services, clothing, and medical and psychological evaluations. These services are intended to build stability and ease their transition to permanent housing by providing holistic services and setting minimal entrance requirements.[42]

Safe Haven sites are dramatically different from traditional shelters, which tend to impose requirements on individuals, such as sobriety and curfews. In the Safe Haven program, the only firm rules required by DHS are a prohibition against drugs, weapons, and violence on site. From there, non-profit providers take individual direction in how to implement those rules. Despite policies that differ from other homeless shelters, Safe Haven has "two absolutes" for participants, said Muzzy Rosenblatt, Executive Director of the Bowery Residents' Committee, the non-profit that piloted the program. "Participants need to be goal-oriented," he said, "and they need to be respectful—you can't fight." Rosenblatt explained that relaxing entry requirements honors the notion that participants in the program "want to do better, but they want to do better on their own terms."

Partners: Department of Homeless Services, Mayor's Fund to Advance New York City, Bowery Residents' Committee, and other community-based organizations.

Impact: Expanded from 19 to 545 beds. Since 2007, 564 of the Bowery Residents' Committee's 1,117 clients have been placed in permanent housing.
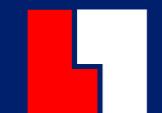
Further Reading:
nyc.gov/html/dhs/html/outreach/outreach.shtml

Key Program Details

Staff: Staff are drawn primarily from community-based organizations.

Structure: Community-based organizations like the Bowery Residents' Committee and BronxWorks implement programming and maintain sites.

Funding: Private funding from the Betty and Norman F. Levy Foundation allowed for program measurement and implementation of the pilot. Subsequent funding has been provided entirely by city allocations.

How the Partnership Works

Because the program originally tested a new model that carried specific risks, private partners had important roles to play in both resourcing and managing the pilot sites. "It was risky whether or not it might work," Rosenblatt said. "It was risky whether it was something that government really wanted to do. We had never funded beds for actively-using alcoholics, so it was just something that made a lot of sense but wasn't something that the city wanted to put money into without evidence that it worked," he continued.

In coordination with DHS, the Bowery Residents' Committee provided the first 19 beds. They received private support raised by the Mayor's Fund, presenting them an opportunity to experiment with this novel approach.

After a successful pilot with rigorously measured results, DHS was able to make a case for public funding to expand the program. Today, the Bowery Residents' Committee is joined by BronxWorks,

Common Ground, Volunteers of America, Urban Pathways, and Project Hospitality in managing ten Safe Haven sites across the city. Unlike the pilot, these Safe Haven sites are now operated by contract with the city, similar to other social services provided through community-based organizations.

"Coming from the streets, I was skeptical about [the Bowery Residents' Committee] at first. As the months went by, I realized that I was getting services I never had before."

Impact

Testing and then embracing this new approach to homelessness has helped New York City reach some of the most difficult cases. Timothy, a program participant, related his experience: "Coming from the streets, I was skeptical about [the Bowery Residents' Committee] at first.

As the months went by, I realized that I was getting services I never had before. With [their] help, I am now addressing my alcohol dependency. [They] coordinated detox services and outpatient services for me which I currently attend. I realize that [they are] giving me the help I need."[43]

Specific outcomes include:
Reducing Street Homelessness: DHS has employed an aggressive city-wide street outreach operation in coordination with community partners, such as Bowery Residents' Committee and BronxWorks, to reach greater numbers of the street homeless population. The Safe Haven program has been a part of this successful strategy, increasing the number of chronically homeless individuals placed into housing by 28 percent between 2011 and 2012.[44]

Transitions to Permanent Housing: since 2006, the Bowery Residents' Committee has served 1,117 clients in the program — placing 564 in permanent housing, according to Rosenblatt. This success rate improves on the initial impact of the pilot: 17 of 67 clients at the Safe Haven pilot site had transitioned into permanent housing by 2008, dramatically altering the lives of people who previously had an average length of street homelessness of 7.5 years.[45]

Tips for City Leaders

Participants in the Safe Haven initiative provide several lessons to others seeking to use partnerships to address related challenges:

Use Flexible Funding to Experiment: private funding can provide flexible opportunities to experiment with new approaches, particularly in partnership with a coordinating fund. Rosenblatt noted that, due to the often narrowly-defined and prescriptive nature of government-funded contracts, public funding can make it difficult to view a problem holistically or test new interventions. "With the Mayor's Fund," Rosenblatt said, the partnership was able to take "a kind of adaptive or trial and error approach" to figure out "what was going to work, what wasn't going to work, and how we were going to deal with different kinds of situations to really achieve success. This approach made it easier to focus on achieving results."

Get Ideas from All Corners: to get the most out of a partnership, it can also be important to hear directly from service beneficiaries. Rosenblatt spoke about the importance of finding ways to hear the voice of the consumer of the services, stating, "you don't have to agree with clients or give them everything they ask for, but at least listen. Sometimes we might actually hear of or learn something new; in the case of the chronically street homeless and the Safe Haven, by listening, we learned a lot, and the homeless, BRC, government, and our city are all better for having done so." These perspectives can help inform needs, opportunities, and roles for the partners.

Leverage Comparative Advantage: existing knowledge among partners can mitigate risks, even when a partnership employs a novel approach. For Safe Haven, the non-profit partners had significant experience in homeless services, providing a knowledge and evidence base that was important for success. "Part of what led to the ability to execute and execute quickly on the pilot was that we were already doing this work, we knew what we were talking about, and we had data to support what we were doing," Rosenblatt said, adding, "it wasn't just being passionate about it, and hoping and theorizing that we had a good idea."

The High Line

The High Line is an elevated park situated on an abandoned railway on Manhattan's West Side.

The original 30-foot high freight line stopped operating in 1980 and the Giuliani Administration made plans to demolish it. In response, community members Joshua David and Robert Hammond formed Friends of the High Line in 1999, a non-profit group dedicated to protecting the structure and converting it into a public space. Their grassroots effort gained the attention and support of Mayor Bloomberg, elected officials, and key administration leaders like City Planning Commissioner Amanda Burden and Parks Commissioner Adrian Benepe. The city worked with Friends of the High Line to design the park and gain federal approval for the repurposing of the structure.

In June 2009, the first section of the new High Line was opened to the public. With the completion of the second section of the project in 2011, one mile of the nearly 1.5 mile structure was refurbished and opened to the public. The third and final section is scheduled to open in 2014.

Partners: Without the interest and catalytic efforts of the private sector, the High Line might still lie unused. The first two sections of the park cost roughly $150 million and were funded primarily by the city with support from the federal government and private funds raised by Friends of the High Line.[46] While the park is owned by the city—under the oversight of the Department of Parks & Recreation—Friends of the High Line now manages day-to-day park operations and funds over 90 percent of the yearly budget.[47]

Lead Funders: A variety of corporate, foundation, and individual donors contribute to Friends of the High Line, including the Diller-von Furstenberg Family Foundation, Philip A. Falcone and Lisa Maria Falcone, Donald Pels and Wendy Keys, the Pershing Square Foundation, the Tiffany & Co. Foundation, Coach, CSX Transportation, Google, UNIQLO, the MetLife Foundation, Toyota Motor North America, AT&T, and Calvin Klein. In total, Friends of the High Line has raised over $110 million in private gifts to support the park.

Impact: The High Line drew more than 4.4 million visitors in 2012.[48] The project has also had an impact on the surrounding area, with the opening of the first section in June 2009 spurring 33 new construction projects.[49] This growth, what *The New York Times* called "a High Line Boomlet," is consistent with a 2002 Friends of the High Line study showing that increased tax revenues from the project would, over time, be much greater than the costs of construction.[50] Thanks in part to partnerships like Friends of the High Line, 76 percent of New Yorkers live within a 10-minute walk of a park, a six percent increase from 2007.[51]

The High Line is also serving as a model for other cities looking to integrate natural landscapes into dense urban settings. Chicago, St. Louis, and Philadelphia are already making plans to repurpose their own city railway lines.[52] Joshua David said the High Line "became one of the emblems of the vision of this administration, a symbol for what New York can do—the creative and innovative power of the city as a whole, both on the public and private side. Everybody now looks to this project as a model."

Further Reading: thehighline.org

Spaceworks

To maintain New York City's status as a vibrant, global cultural capital, city leaders recognized that a longstanding and growing challenge was the need to provide affordable spaces for artists. Given the paucity of such spaces in the city's tight real estate market, officials saw the need to develop a new structure to assist artists and non-profit organizations in sustainably financing and building studio and rehearsal space.

Partners: Spaceworks works with local cultural and community organizations to build connections between artists and the neighbor-hoods where they produce work. Program partners allow Spaceworks to provide services and programs to local community members while creating opportunities for Spaceworks artists such as professional development, open studios, and other collaborative projects. The Mayor's Fund helped to incubate the program and administer private funds until Spaceworks achieved non-profit status.

Lead Funders: Donors to the initiative include Charles H. Revson Foundation, the David Rockefeller Fund, the Deutsche Bank Americas Foundation, the National Endowment for the Arts' ArtPlace America initiative, and The New York Community Trust.

Impact: Spaceworks plans to create 30,000 square feet of cultural workspace over the next two years. Levin suggests that other cities can learn from the program. "Spaceworks is a program that could be replicated in other places. It's a model that has the potential to really work," she said, "the underlying truth is that artists need spaces to do their work."

Further Reading: spaceworksnyc.org

In response, the city and private partners worked together to create Spaceworks, a specialized non-profit organization that develops long-term, affordable rehearsal and visual art studios city-wide. Mayor Bloomberg announced the launch of Spaceworks in his 2012 State of the City address and the program is now underway with two newly opened pilot sites and three sites in development. Private funds in support of the initiative were administered by the Mayor's Fund until Spaceworks achieved its non-profit status.

"By providing long-term affordable work spaces, Spaceworks will become a vital resource for artists committed to staying and working in New York City, while building lasting connections between artists and communities," said Spaceworks Executive Director Paul Parkhill. "As we evolve our model working with the creative community on each site, we look forward to the impact that this public-private partnership will have on the lives of artists through-out New York City, and on the city as a whole."

While a growing number of cultural organizations offer popular free or low-cost short-term artist residency programs for visual and performing artists, Spaceworks was established to provide development, maintenance, and leasing expertise for permanent cultural workspaces, offering artists the stability they need to remain in the city.

Artists are a vital resource in urban environments and bring additional benefits along with their cultural value. "If you plant a critical mass of artists in a com-munity, it becomes very appealing," said Kate Levin, Commissioner of the New York City Department of Cultural Affairs, "creative presence plays a critical role in neighborhood revitalization."

Spaceworks LIC is Spaceworks' pilot site for performing artists. The 3,800 square foot project includes three large rehearsal spaces for dance and theater and one music practice studio. Spaceworks is also piloting a site for visual artists in Gowanus, Brooklyn, which includes two 200-square-foot visual art studios.

In addition, the program is in the pre-development phase for another 25,000 square feet of rehearsal and studio space at several sites across the city. These include the renovation of a portion of Brooklyn Public Library's Red Hook branch for two 1,000-square-foot rehearsal spaces (projected com-pletion 2014); the conversion of the second floor of Brooklyn Public Library's Carnegie-era Williamsburg branch into approximately 4,400 square feet of artist workspace including four visual art studios and two rehearsal spaces (projected completion 2014); and the renovation of Building 301 on Governors Island, which will create approximately 20,000 square feet of artist workspace including 43 visual art studios and two rehearsal spaces (projected completion 2015).

The program thrives on the collaboration of public and private partners. Levin explained that one key to Spaceworks' success is "trusting the vitality and the initiative private sector partners bring to the table, and understanding that the smart way for government to be involved is to create a platform for the program and make the larger argument for these spaces."

NYCitizenship in Schools

NYCitizenship in Schools assists non-citizen parents of New York City public school students in obtaining U.S. citizenship.

Mayor Bloomberg noted of the program that immigrants "create jobs and invest in our City, so we will continue to invest in them by working even harder to help those who are here and are determined to work hard, have the opportunity to stay and help us build a better city and nation."[53] The initiative is an expansion of the first round of NYCitizenship, which provided free legal assistance to city employees.[54] According to the Mayor's Office of Immigrant Affairs, roughly "30,000 parents with children in New York City public high schools are eligible to become citizens."[55] The program offers a free and convenient way for these New Yorkers to access legal and financial assistance while building stronger and more inclusive educational communities.[56] Commissioner of the Mayor's Office of Immigrant Affairs Fatima Shama noted that the initiative will have the ultimate impact of helping to "support our city's immigrant workforce by connecting eligible lawful permanent residents to the information and services they need to successfully pursue citizenship."[57]

The program hosts educational workshops and legal services events at schools throughout the city, providing parents the opportunity to meet with immigration lawyers who answer questions and assist with the naturalization application process. Parents who cannot afford the $680 application are also eligible for free financial counseling and access to low-interest microloans. The program launched during the 2012-13 school year.[58] Dennis Walcott indicated that NYCitizenship aids "the most globally-diverse school system in the nation, if not the world" by making "immigrant families feel welcome in their school communities, and help[ing] them achieve their dream of becoming U.S. Citizens."[59]

Partners: Supported by private donations made to the Mayor's Fund, the program is a collaboration between the Mayor's Office of Immigrant Affairs and city partners such as the Department of Education and the Office of Financial Empowerment, as well as non-profit partners the Neighborhood Trust and the East River Development Alliance.[60] This partnership enabled the program to reach a scope of service provision that may have otherwise been elusive.

Lead Funders: Citibank's Citi Community Development provided support for the program through a grant to the Mayor's Fund.[61]

Impact: The program has reached nearly 4,000 New Yorkers through outreach and educational workshops. In the first school year, more than 750 parents successfully completed applications for U.S. citizenship. Often, non-citizen children automatically become naturalized when one of their parents is granted citizenship.

Further Reading: nyc.gov/nycitizenship

Addressing Systemic Issues

Case Studies:

Young Men's Initiative

The New York City Young Men's Initiative is designed to increase opportunity for black and Latino males, focusing on education, employment, health, and justice.

Taking a comprehensive look at a city can reveal disparities in the circumstances of different groups of residents. This reality requires that cities not resign themselves to chronic gaps, but instead develop effective, holistic approaches. Only through commitment and coordination across a range of agencies and service areas can such challenges be addressed.

This is the approach of New York City's Young Men's Initiative, led by Deputy Mayor for Health and Human Services Linda Gibbs, which targets the needs of young black and Latino men in New York City. This is a population that has faced particular challenges in accessing opportunity. As Mayor Bloomberg noted in his 2010 State of the City address, "black and Latino young men have a poverty rate that is 50 percent higher than white and Asian young men. Their rate of unemployment is 60 percent higher. They are two times more likely not to graduate from high school, far more likely to become a teen father and – most troubling of all – more than 90 percent of all young murder victims and perpetrators are black and Latino."[62]

The urgency of this challenge, and its breadth, prompted the formation of the Young Men's Initiative, a multi-agency, public-private partnership that is implementing over 40 programs and policies to improve outcomes for black and Latino males. The Initiative's structure was informed by an 18-month research report that analyzed the challenges and disparities that persist for this population and provided concrete recommendations to address those disparities.[63]

The Young Men's Initiative, formally launched in August 2011, serves as an umbrella for innovative programming and collaboration between an array

of agencies, community-based organizations, and businesses. To date, the Initiative has sponsored 47 programs and deploys more than $43 million in public and private funding annually.

The Initiative focuses on programming in four areas: education, employment, health, and the justice system.

Notable examples of Young Men's Initiative efforts include:

Neighborhood Opportunity Networks (NeONs): this Department of Probation program creates networks of private partners who work with probationers in high-need neighborhoods to help them access opportunities and avoid further contact with the criminal justice system.[64]

CUNY Fatherhood Academy: a program helping young fathers complete their education and connecting them with employment opportunities.[65]

NYC Cure Violence: first implemented in Chicago, this program works to break the cycle of violence in inner city communities by training individuals with credibility in communities to deescalate potential conflicts and reach out to individuals who are likely to be victims or perpetrators of gun violence.[66]

Young Adult Internship Program: this program places young adults who are not currently working or in school in 14-week paid internships, with an additional nine months of support to help participants secure full-time employment or return to school.[67]

Partners: Over 150 government agencies, businesses, and community-based organizations, the Mayor's Fund to Advance New York City, and The Fund for Public Schools.

Impact: The initiative has helped launch 47 independent programs, with significant engagement underway.

Further Reading: nyc.gov/youngmen

How the Partnership Works

A central premise of the Young Men's Initiative is that all sectors — public and private — have to be mobilized to address persistent disparities in opportunity and achievement among young black and Latino men. City agencies and resources, while important, must be leveraged alongside private and community-based efforts and activities.

The Young Men's Initiative is staffed by a lean, central team under the direction of the Deputy Mayor for Health and Human Services, including advisors in the Mayor's office, the Center for Innovation through Data Intelligence, and the Center for Economic Opportunity, which conducts program evaluation. This team oversees and monitors partnerships with over 150 entities, including government agencies, community-based organizations, and businesses.

To coordinate efforts and ensure accountability between a significant number of partners, staff develop monthly reports updating the Mayor and other stakeholders on each program. This coordination allows progress toward making "the sum of the Initiative greater than its parts," according to Young Men's Initiative Director Jahmani Hylton.

Private partners contribute support in a variety of ways, ranging from community-building and service provision to funding, which includes investments of $30 million each from Bloomberg Philanthropies and the Campaign for Black Male Achievement at the Open Society Foundations.

"...The Young Men's Initiative is that all sectors — public and private — have to be mobilized to address persistent disparities in opportunity and achievement among young black and Latino men."

Key Program Details

Staff: Six Young Men's Initiative staff, under the Office of the Deputy Mayor for Health and Human Services, work with program implementers and funders throughout the 150 partnering organizations.

Structure: Staff from the Young Men's Initiative and the Center for Economic Opportunity coordinate programs and evaluations alongside numerous city agencies including the Departments of Health and Mental Hygiene, Education, Probation, Correction, and Youth and Community Development. The Center for Innovation through Data Intelligence provides key data indicators to hold the Initiative accountable for making progress.

Funding: $43 million in public and private is devoted to the Initiative each year. Bloomberg Philanthropies and the Campaign for Black Male Achievement at the Open Society Foundations have pledged a combined $60 million for the program.

Impact

While the Young Men's Initiative programs are just beginning, there are signs of potential impact among specific programs:

CUNY Fatherhood Academy: the program has had initial success in meeting its employment and educational goals. LaGuardia Community College, a program partner, noted that 65 percent of the Academy's inaugural class of graduates "have been placed in jobs or internships, and 43 percent have either enrolled in college or earned their GED."[68] And in its second year, 88 percent of enrollees went on to graduate from the program.

NYC Cure Violence: a July 2013 *New York Times* story about a Cure Violence program in the Brooklyn neighborhood of East New York highlighted that there had been no shootings in the program's 20 square block operating radius since its implementation nearly a year earlier. In the days leading up to the program's start, three homicides occurred in the same area.[69]

Young Adult Internship Program: eighty-five percent of the 1,829 participants in the program completed their internship in Fiscal Year 2013, and 51 percent of the participants were employed or in school following their internship.

Tips for City Leaders

Several lessons arise for city leaders endeavoring to address systemic issues through a broad portfolio of programs:

Leverage Comparative Advantage: private funding can open up new opportunities for partnerships to consider alternative approaches. Melanie Hartzog, Executive Director of the Children's Defense Fund and former Project Director of the Young Men's Initiative, advised that, rather than seeing public and private funding as a single sum, it is important to think strategically about what private resources can enable. "Use these dollars to think creatively about things you've wanted to do but couldn't, such as applying proven approaches to new settings and challenges," she said.

Focus on Outcomes: even as partnerships get off the ground, consensus around common indicators that are linked to desired outcomes can facilitate collaboration and partnership management. Hartzog explained that program officials started with a wide range of indicators for evaluating programs in the Initiative and narrowed them to a more manageable size in order to ensure each program was working toward a common goal. Hartzog continued, "that was really helpful for people in the agencies and some of us to see — that there was a bigger outcome or goal for the Young Men's Initiative, that it's bigger than just the program you're managing. It really got people thinking beyond just their silo and their program."

Emphasize Accountability: holding partners and programs accountable requires developing concrete structures and processes. Hylton discussed the evaluation and oversight components that have helped advance the Young Men's Initiative, including "special focus meetings with the Mayor" and "a monthly report that goes to the Mayor and talks about each specific program or policy." This environment, Hylton emphasized, creates a culture of accountability and results.

Applied Sciences NYC

New York City is partnering with leading universities and institutions of learning to build new science and engineering campuses and centers, positioning the city as a technology and applied sciences hub in the 21st century.

Building a sustainable economy requires taking the long view, but recognizing gaps in a city's capacity can be difficult when they extend beyond any one agency or sector's purview. To create a pathway to focus on the future, New York City officials held discussions with private sector leaders about the city's long-term needs. Out of a series of conversations with over 300 organizations, an opportunity emerged: increasing the city's science, technology, engineering, and mathematics (STEM) capacity and human capital had the potential to spur economic growth and make New York City a technological hub for the 21st century.[70]

To take advantage of this opportunity, the New York City Economic Development Corporation launched Applied Sciences NYC, which the Corporation called a "challenge to top institutions from around the world to propose a new or expanded applied science and engineering campus in New York City."[71] New York City offered land and other incentives to existing technical and educational institutions that wanted to help build the city's long-term STEM human capital base. Mayor Bloomberg asked for initial expressions of interest in the program in December 2010. The city received 18 preliminary proposals and seven final submissions from 17 different institutions including Stanford University, Amity University, and Mount Sinai Medical School.[72]

In December 2011, the city announced the winner: a joint proposal from Cornell University and Technion-Israel Institute of Technology to build a two million square foot campus on 11 acres of city land on

Roosevelt Island. The two billion dollar Technion-Cornell Innovation Institute is supported by supplementary city funding.[73] As Tim Sullivan, Chief of Staff and Senior Policy Advisor to the Deputy Mayor for Economic Development Robert Steel, noted, "We put in $100 million and Cornell will invest $2 billion — that's pretty good leverage any way you slice it." The campus will eventually provide space for up to "2,500 students and nearly 280 faculty members," according to the Mayor's Office.[74] Cornell NYC Tech places a heavy emphasis on interdisciplinary research, and many of the major degrees will reflect courses of study that draw from different departments, rather than more traditional departmental distinctions.[75]

Officials decided to assist in funding other projects as well. In April 2012, a group of universities and private businesses headed by New York University was awarded $15 million in funding to build the NYU Center for Urban Science and Progress in the former Metropolitan Transportation Authority headquarters in Downtown Brooklyn.[76] In July 2012, Columbia University was also awarded $15 million to create the new Columbia University Institute for Data Sciences and Engineering.[77]

Cornell NYC Tech classes are currently being held in Chelsea, with students projected to move into the Roosevelt Island campus in 2017.[78] The NYU Center is set to be completed by 2017, and Columbia expects to have added 44,000 square feet of space within its existing footprint by 2016.[79]

Partners: New York City Economic Development Corporation, Cornell University, Technion-Israel Institute of Technology, Columbia University, and New York University.

Impact: The projects are projected to have a cumulative economic impact of $33 billion by 2046.

Further Reading:
tech.cornell.edu, Cusp.nyu.edu, Idse.columbia.edu

How the Partnership Works

A core insight of the partnership was that universities and other private sector innovators had the best handle on how to develop technical talent. While government established the goal and provided incentives, the partnership relied on the private sector to develop the "how" and then compete to provide a solution. "We were endeavoring to bring expertise from the private sector," Sullivan stated, "we knew the outcome we were looking for but we didn't know the tool we would use to shape the outcome."

Within government, the New York City Economic Development Corporation served as the nucleus of the effort and organized the competition, but a variety of different city departments have been involved with overseeing and assisting project implementation as well. The NYU Center for Urban Science and Progress alone is working with nearly 20 agency partners.[80]

The competition was judged by city officials with input from an advisory committee comprised of leaders from the academic, civic, and business sectors. Criteria for proposal evaluation included the degree to which the project would create jobs, enhance the global competitiveness of New York City, attract businesses to New York City, contribute to the diversification of New York City's economy, and form a financially self-sustaining campus.[81]

With these parameters as a backdrop, the partners took over. The oversight, structure, land, and funding provided by the city is a platform for universities to deploy their own financial and logistical capacity to build an institution that will deliver on the goals of Applied Sciences NYC.

"We were endeavoring to bring expertise from the private sector," because "we knew the outcome we were looking for but we didn't know the tool we would use to shape the outcome."

Key Program Details

Staff: The project was managed by the New York City Economic Development Corporation.

Structure: The New York City Economic Development Corporation oversaw the competition and members of the education sector, often collaborating across multiple institutions, designed the proposed campuses and facilities. An advisory committee of academic, civic, and business leaders ensured winning proposals adhered to the goals of the competition.

Funding: The city provided land and $100 million in funding for the $2 billion Technion-Cornell Innovation Institute. Private funders include Charles F. Feeney, Irwin M. Jacobs, IBM, Xerox, and Microsoft.

Impact

Deputy Mayor Robert Steel explained that this partnership signals an "inflection point in an economic renaissance that will position New York City for outsized success in the decades and centuries to come."[82]

Among the projected impacts are:
Engineering Proficiency: Seth Pinsky noted that the "three winners will more than double the number of full-time engineering grad students in the city." The number of full-time engineering faculty members in the city is also expected to double.

Economic Value: an overall economic impact of $33 billion is expected from Applied Sciences by 2046, creating 48,000 jobs and close to 1,000 new companies.[83]

Long-Term Sustainability: while engineering resources are already in demand, the campus is expected to serve future city needs as well. Steel believes that this partnership has the potential to spawn "the right ingredients for the New York economy for the next 30 years and well into the future."

Tips for City Leaders

Several suggestions from program officials arose for city leaders interested in similarly addressing long-term needs:

Leverage Comparative Advantage: private partners can bring specialized insight to bear. Recognizing this fact, rather than being prescriptive, can help garner the full benefit of collaboration. "We went to the academic sector and didn't say we want a campus that looks like this, but rather said, we want to significantly increase the amount of engineering talent development in the city and you tell us what's likely to prompt that and we'll provide land and other forms of assistance if we agree with your approach," Pinsky explained.

Promote Competition and Experimentation: replicating private sector competition can help spur successful partnerships. "The competition dynamic was really important," Sullivan noted. "We didn't say the lowest bidder would win. We also didn't say we were going to build it ourselves." Instead, the city issued a challenge and required entrants to provide a vision and then justify that approach based on expected results.

Self-Evaluate: city officials made clear that it is important to be honest about your city's fundamental strengths and weaknesses to ensure that a partnership supports the right objectives. "New York City is very rich with post-secondary universities," Steel stated, "but if we put our hand over our heart, we couldn't really profess to have an MIT-like school that specializes in applied sciences."

Primary Care Information Project

A program working to implement and use innovative health technology to improve healthcare outcomes.

Enhancing preventive care is a critical avenue to improving health outcomes for cities and, ultimately, driving down system-wide health expenditures. Unfortunately, endemic challenges to coordination and information-sharing reduce the impact of primary care. These challenges cut across the entire health system, affecting public and private providers and undermining — both directly and indirectly — a range of public health goals.

Electronic health records (EHRs) are key to addressing many of these challenges. These digitized patient histories, which encourage providers to document clinical information in standardized formats, are more easily shared between doctors and hospitals than paper records. By centralizing patient information in a single, comprehensive record, EHRs improve on the paper records they replace, potentially reducing preventable medical errors and creating new opportunities to monitor and improve on care delivery. Through alerts and other reminders, EHRs can assist providers in developing new workflows and delivering more preventive health services.

The Primary Care Information Project, which launched in 2005 under the supervision of the Department of Health and Mental Hygiene (DOHMH), seeks to increase the use of health information technology as a way to promote and improve preventive medicine. Thomas Farley explained that the program concentrates on "doctors with small practices who couldn't buy or implement" EHRs, offering them "a small incentive" and "technical assistance." The program also focuses on providers in high-need neighborhoods, addressing systemic healthcare disparities.

Among the benefits of EHRs is their ability to keep structured information on individual patients, enabling the monitoring of quality of care across a given provider's patients. A focus on preventive care is integral to turning these benefits into positive health outcomes. The Primary Care Information Project ensured that the EHRs developed for the initiative had a focus on preventive care incorporated into each record, rather than simply cataloguing health problems and outcomes. This preventive care component of the record enables doctors and patients to proactively anticipate lurking health problems and schedule appointments accordingly.

The ability to track the connection between preventive service delivery and patient outcomes is an important tool in transitioning away from the inefficient fee-for-service healthcare model, as it enables more effective monitoring of both the quality of care and individual health. This individual-level information can also shed light on the health of the broader population. "Aggregating the data" from EHRs "in an anonymous way," can produce a nuanced view of "the health of the entire city of New York," Farley said.

In addition to contributing to health citywide, the Primary Care Information Project is intended to help improve prevention and care among some of the most vulnerable residents. Embedded within the project is a set of focused programs that seek to advance the adoption of EHRs for a variety of underserved populations.

These programs include:
Prevention-Oriented Electronic Health Record: the Primary Care Information Project partnered with a vendor to develop a prevention-oriented electronic record. This version of health records builds the city's public health priorities into the record itself, giving providers tools to practice preventive medicine. Over 3,000 providers in targeted areas received subsidized licenses and support services for these EHRs. These providers share aggregated, anonymized data on a set of prevention-focused measures that enable the Primary Care Information Project to monitor progress.

Health eHearts: this "pay-for-performance" program ran from 2009-2011 and provided financial incentives to doctors with high-need patient populations to adopt EHRs and enhance heart disease prevention.[84]

NYC Regional Electronic Adoption Center for Health: this program, which received initial funding from the 2009 federal American Recovery and Reinvestment Act, provides technical assistance to providers seeking to transition from paper to EHRs. It also supports providers in achieving the requirements of the federal Electronic Health Record Incentive Program, which provides incentive payments to encourage providers to adopt and meaningfully use EHRs. This program now works with over 9,000 providers in the five boroughs.

Partners: Department of Health and Mental Hygiene and the Fund for Public Health in New York.

Impact: The Primary Care Information Project has helped providers serving more than 2.5 million New Yorkers gain access to electronic health records.

Further Reading:
nyc.gov/html/doh/html/hcp/pcip.shtml

Key Program Details

Staff: The Division of Healthcare Access and Improvement, a bureau within the DOHMH, has approximately 100 employees devoted to the project.

Structure: The program is housed in DOHMH, and partners with a variety of foundations and institutions, including the City University of New York School of Public Health.

Funding: A tax levy provided the project with $30 million in seed funding; the current operating budget is $60 million and comes from private partners in addition to federal, state, and city sources.

How the Partnership Works

The Primary Care Information Project partners directly with health providers to change health outcomes across the city's populations. To do this, DOHMH offers providers incentives and assistance to help them adopt a more modern approach to record-keeping.

The program began with a $30 million city tax levy. With additional private, state, and federal funding, the program now has an annual budget of $60 million, enabling wider reach.[85] In addition, private funds, administered by the Fund for Public Health in New York, have supported specific enhancements to the program.

The program is housed in DOHMH, where approximately 100 staff work to increase electronic health record use and data analysis. The heart of the program's approach, however, are the 3,000 providers using EHRs in their practice who contribute monthly, anonymous clinical data. The initiative analyzes this aggregate data for evaluation and program use, collaborating with academic and other partners to leverage these insights for wider use.[86]

"Over 1,000 practices of all sizes — from solo practices to outpatient community health centers — representing more than 9,000 providers are working with the Primary Care Information Project."

Impact

The Primary Care Information Project has had broad success in encouraging the adoption of EHRs citywide.

Specific impacts include:

Electronic Health Record Adoption: the Primary Care Information Project has helped facilitate the use of EHRs with approximately 3.3 million patients, representing 400,000 doctor-patient encounters each month.[87] Over 1,000 practices of all sizes — from solo practices to outpatient community health centers — representing more than 9,000 providers are partnering with the Primary Care Information Project to adopt and use health information technology and meet the requirements for federal or state quality improvement and incentive programs. As of mid-2013, providers working with the program have received over $64 million in incentive payments through the Electronic Health Record Incentive Program.

Preventable Disease Reduction: providers using EHRs from the Primary Care Information Project have greater exposure to preventative care prompts and information in their patients' records. This encourages practices that better address specific patient populations, and has helped doctors and patients confront and address significant diseases: 81,000 patients have enhanced their diabetes management, 96,000 patients have experienced better blood pressure outcomes, and 58,000 patients have gained access to smoking cessation resources.[88]

Tips for City Leaders

Lessons for city leaders attempting to form similar partnerships combating systemic challenges include:

Identify Needed Expertise: large-scale projects of this nature often require extensive knowledge to get off the ground. Having experts in the fold from the beginning was essential, said Farley, explaining "We have a very, very strong team of people here who are physicians who understand" EHRs and health care. These experts play a key role in the partnership's credibility and sustainability.

Focus on Outcomes: when a partnership seeks to change individual behavior, it can be necessary to consider approaches that shape practices over time. Farley noted the importance of finding ways to change the behavior of practitioners by identifying manageable, desired outcomes. Practitioners have "their own systems, their own priorities and we are a small player in that," he said. With EHRs and the Primary Care Information Project, he continued, "we've found a small lever to actually change the practices of physicians."

NYC Leadership Academy

A non-profit organization helping cultivate school leaders through preparation, support, and coaching programs. The Leadership Academy's Aspiring Principals Program prepares educators to work in some of the highest-need schools in New York City.

Turning around low-performing schools is critical to improving education performance in cities. These schools often concentrate disparities in outcomes and can fail generations of students. Despite this need, a school-by-school approach presents challenges to cities working to improve the entirety of the school system, often with limited resources.

Strengthening training for school leaders can put a dent in this challenge. In particular, research has documented the critical role that principals play in turning around low-performing schools.[89] With cities across the country facing shortages in talented administrators, however, it is essential to find new and innovative means of identifying, training, and preparing effective school leaders.

The NYC Leadership Academy attempts to support system-wide leadership through a collaboration that highlights the importance of leadership in city schools. The independent, non-profit Academy describes its mission as an effort to "prepare and support school leaders who can transform the most challenging schools and improve outcomes for all students." [90]

The centerpiece of the project is the Aspiring Principals Program, a rigorous 14-month course preparing experienced educators to work in historically low-performing schools throughout New York City. "Our agenda is to find our best understanding of what principals are being asked to do," explained former NYC Leadership Academy CEO Sandra Stein, "and prepare and support people to do that work." [91]

The program is divided into three sections.[92] Participants start with a six-week "summer intensive" workshop designed to mimic conditions within public schools. They then spend the next 10 months in a residency program working alongside an experienced principal who has received mentorship training from the NYC Leadership Academy. The program concludes with a summer-long planning session, helping these rising principals prepare for their first year as school leaders.[93] Aspiring Principal Program graduates—along with all other new principals—also receive one-on-one coaching from the NYC Leadership Academy during their first year as principals. According to program guidelines, aspiring principals must meet "rigorous performance standards to progress to each successive program phase," and graduates are immediately placed as principals at high-need schools.[94]

Partners: New York City Department of Education, Mayor's Fund to Advance New York City, and The Fund for Public Schools.

Impact: The NYC Leadership Academy's Aspiring Principals Program graduates are improving student achievement in low-performing schools at a faster pace than other principals.

Further Reading:
nycleadershipacademy.org

How the Partnership Works

Because improving low-performing schools has been a key priority of the Bloomberg Administration, the city conceived of the NYC Leadership Academy to bolster school leadership. The independent, non-profit organization was founded in 2003 by Mayor Bloomberg and then-Chancellor of the Department of Education Joel Klein. Using a public-private partnership allowed the program to get off the ground and produce an initial evidence base that may not have otherwise been possible. The program continues to operate in close collaboration and partnership with the Department of Education.

As a private, non-profit organization, the NYC Leadership Academy offers city-focused programs, such as the Aspiring Principals Program, as well as support to school districts across the country in the form of strategic consulting, technical assistance, and capacity-building. Notable current and past partners include the Rhode Island Department of Education, Boston Public Schools, and Arizona State University.[95]

The NYC Leadership Academy relies on public and private contributions, and has received significant support from the Partnership for the City of New York, which partnered with the Academy to boost corporate interest in funding leadership development in public schools. The Fund for Public Schools, which raised $80 million for the Academy during its initial five years, and the Mayor's Fund, which raised

$13 million from 2002 to 2006, are also supporters.[96] Klein suggested seeing initiatives like the NYC Leadership Academy "as your R&D or venture capital arm. Don't ask philanthropists to pour a lot of money into improving math education." He advised targeting "a discrete lever of change that people are excited about. It has to be pioneering."

Over time, this private funding has given way to significant direct support from the city. In 2005, the Department of Education announced that it would begin covering the salaries of enrollees in the Aspiring Principals Program.[97] The NYC Leadership Academy has continued to increase its share of public funding, and contracts directly with the Department of Education.

"One in six current New York City principals graduated from the Aspiring Principals Program."

Key Program Details

Staff: Over 60 staff — primarily former principals and superintendents — support NYC Leadership Academy programs, including the Aspiring Principals Program and coaching programs. The NYC Leadership Academy is organized as an independent non-profit.

Structure: Internal divisions include NYC programs, national consulting, external affairs, and operations.

Funding: The Fund for Public Schools and the Mayor's Fund to Advance New York City raised $80 million in the program's first five years, with support from donors including the Partnership for NYC, the Wallace Foundation, and The Broad Foundations.

Impact

The NYC Leadership Academy is designed to supply needed talent and leadership to distressed schools nationwide.

To date, it has achieved key milestones against both of those objectives:

Bolstering New York City Leadership: the NYC Leadership Academy is currently a significant source of leadership talent in New York City. The Aspiring Principals Program has had 500 graduates as of 2012, and one in six current New York City principals received training through the program.[98] It also provides critical support to sitting principals, coaching all first year principals and over a quarter of the school system's experienced principals.

Improving Educational Outcomes: studies indicate that the NYC Leadership Academy's approach is making a difference. A 2009 report by New York University's Institute for Education and Social Policy found that Aspiring Principals Program graduates who are placed in low-performing elementary and middle schools have helped address student achievement. While test scores in comparison low-performing schools have continued to decline relative to the rest of the city, their schools have kept pace with district-wide gains in English Language Arts test scores after three years.[99]

Affecting Capacity Nationwide: the organization has received numerous awards and was declared an "exemplary program" by the Bush Institute and the U.S. Department of Education. The model has attracted the attention of school districts and educational organizations across the country and internationally, and the NYC Leadership Academy has consulted with partners in 24 states as well as other nations, including Colombia and Brazil.[100]

Tips for City Leaders

In its first decade, the NYC Leadership Academy has provided key lessons for others that want to improve systemic capacities in city programs:

Continuous Innovation Is Key: partnerships must respond and adapt to changing conditions and needs. The NYC Leadership Academy's approach is to develop programs that are responsive to the local context and to the evolving needs and priorities of the public. "Because of this responsiveness, our work is never done. We annually revise our designs and curriculum to reflect the ongoing changes in the system and are always looking for more effective ways to prepare and support principals for one of the most complex leadership roles that exists," said Irma Zardoya, CEO of the NYC Leadership Academy.

Put Evaluation at the Center: data and evaluation are key components of longevity in successful partnerships, both driving outcomes and providing the basis for continued support. One principal drew on the NYC Leadership Academy's emphasis on data-driven analysis, leveraging "data to transform school systems and structures to prevent the sources of problems, rather than simply alleviating the symptoms."[101] This focus on data also formed an essential evidence base for program success over time, attracting public and private funding alike, and helping to ensure sustainability.
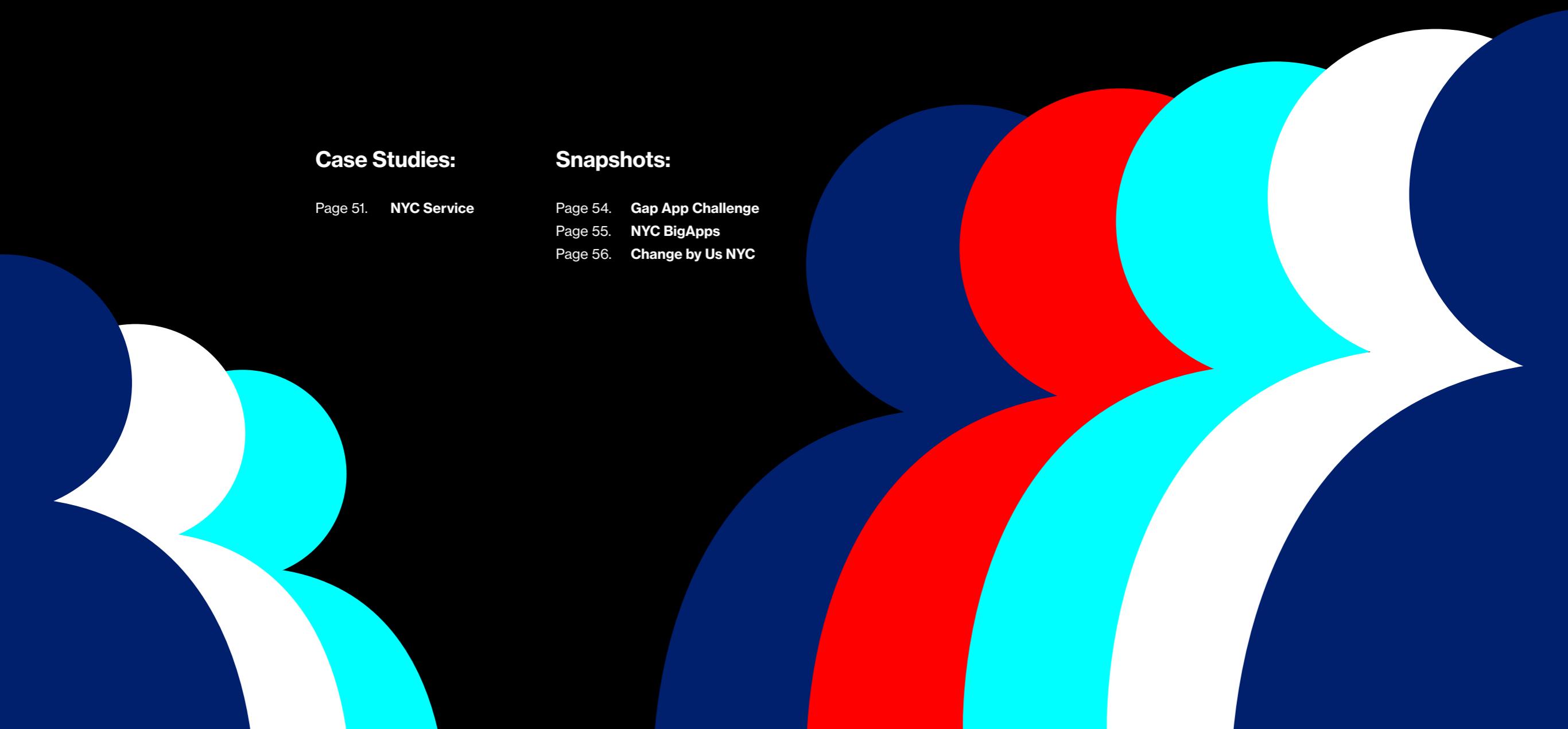
Building Platforms

Case Studies:

Snapshots:

NYC Service

Comprised of 21 initiatives, NYC Service is designed to make it easier for New Yorkers to get involved with volunteer projects and give back to their communities.

Civic spirit is a valuable municipal asset, but it can be difficult to tap in an organized way. New York City's NYC Service initiative is the nation's first municipal high-impact service plan, designed to connect the city's citizens and corporations to service opportunities in high-priority areas and issues.[102] The initiative is comprised of 21 separate programs spanning a variety of service areas, and is intended to guide New York City's efforts as well as serve as a blueprint for communities across the country.[103]

The framework for NYC Service comes from work led by Patricia E. Harris and Bloomberg Philanthropies' James Anderson, then the Mayor's Communications Director, and emerged from meetings with hundreds of public and private stakeholders.[104] Building on these recommendations, Mayor Bloomberg launched the program in April 2009.

NYC Service intentionally sought to move quickly. "We launched a lot of things," explained Diahann Billings-Burford, the city and nation's first Chief Service Officer, a position since replicated in cities across the country. "We just kept doing more and saw what resonated with New Yorkers and had an impact."

Notable NYC Service projects include:
NYC Civic Corps: started in July 2009, this AmeriCorps program assists government agencies and non-profits in expanding their service programs.[105] Civic Corps members spend 10 months serving full-time with partnering organizations to build and maintain the infrastructure necessary to support high-impact volunteering. "We continually heard that it was too difficult for people to connect to service opportunities — this was an answer to that," Billings-Burford stated.

NYC °CoolRoofs: painting rooftops with a reflective coating is a proven way to reduce energy usage, thereby limiting greenhouse gas emissions.[106] As part of the city's PlaNYC efforts to reduce its carbon footprint by 30 percent by 2030, the Department of Buildings and NYC Service are bringing together government partners, businesses, non-profits, and volunteers to coat public and private buildings throughout the city.[107]

Love Your Block: in collaboration with Citizens Committee for New York City and the Departments of Parks & Recreation, Sanitation, and Transportation, this program engages block associations and local groups to design and implement cleanup projects to reduce blight and improve neighborhood cohesion.[108] To support these projects, it competitively awards $1,000 mini-grants and provides access to city services such as graffiti removals, sign placements, and trash pickups.[109] "It's a way for engaged citizens to direct city services more effectively," Billings-Burford explained.

Part of the NYC Service effort also includes using a variety of reforms to make volunteering as easy as possible. Specific methods include a "Go Pass," which streamlines volunteer background screenings, and a new service website — nyc.gov/service — which connects New Yorkers with priority volunteer opportunities.

Partners: More than 75 government agencies and community-based organizations, including the Mayor's Fund to Advance New York City, serve as primary partners.
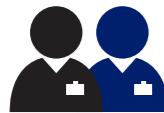
Impact: NYC Service initiatives have engaged over nine million volunteers during the first four years of the initiative.

Further Reading: nyc.gov/service

Key Program Details

Staff: City staff coordinate with a variety of public and private partners, varying by program.

Structure: NYC Service institutes and evaluates programs, partnering with city agencies, non-profits, corporations, and citizen volunteers to carry out its 21 initiatives.

Funding: City and federal governmental funding, including from the Corporation for National and Community Service, and private funding from partners including Bloomberg Philanthropies, Carnegie Corporation of New York, David Rockefeller, Lizzie and Jonathan M. Tisch Foundation, Laurie M. Tisch Illumination Fund, and Target. Over $11.8 million in private funding has been devoted to the initiative.

How the Partnership Works

Activating partners across New York City has enabled NYC Service to maximize community engagement and make citizens a partner in government. Other private partners support the initiative through project implementation, recruitment of volunteers, and direct resource contributions.

NYC Service works with more than 75 primary partners and government agencies and is charged with managing initiatives, as well as with year-to-year evaluation.[110] The NYC Service team ensures that initiatives remain aligned with city objectives, and they work to either identify promising new approaches worth trying, or to end programs that have not achieved key goals or are not meeting critical milestones. Programs within the initiative vary significantly, and many of them are directly led by private partners, including community-based organizations, businesses, and academic institutions.

NYC °CoolRoofs is indicative of the scope of collaboration that makes up many of these service programs. Staff from NYC Service and the Department of Buildings work with Green City Force, a non-profit organization that prepares young people from low-income backgrounds for sustainable careers, to complete projects. The program also works with businesses to coat roofs as a service activity through the °Cool Corporate Days initiative. NYC °CoolRoofs is monitored in partnership with Columbia University. In 2012 alone, the program engaged 20 corporate partners, 11 community and non-profit groups, 12 government organizations, and nearly 1,500 volunteers.[111] NYC °CoolRoofs has also been a key entry point for corporate engagement. "NYC °CoolRoofs is a place where the volunteer engagement is clearly there," Billings-Burford commented. "In addition to meeting our impact goals, we've found a new way to connect with corporations for other initiatives."

NYC Service works with more than 75 primary partners and government agencies.

Impact

Over its first four years, NYC Service engaged with more than nine million volunteers and served as a platform for significant citizen participation and innovation. The program is also inspiring national replication. The Cities of Service coalition, funded by Bloomberg Philanthropies, the Rockefeller Foundation, and others, helps cities nation-wide adopt high-impact service plans and has supported the creation of Chief Service Officers in dozens of other municipalities.

Individual program impacts include:
NYC Civic Corps: over the last two years, NYC Civic Corps projects have had more than 5 million volunteers and extended services to 3,212,625 beneficiaries.[112]

NYC °CoolRoofs: since its inception, the program has coated over 5,748,569 square feet of rooftop, every 2,500 square feet of which can reduce the city's carbon footprint by one ton.[113]

Love Your Block: the program provides 50 annual grants of $1,000 and the assistance of city services to neighborhood volunteer groups.[114] To date, the program has awarded grants to over 200 block associations, sponsored cleanup projects for over 250 blocks, and fulfilled over 700 city service requests to support those projects. Since launching in 2009, Love Your Block has been replicated by over 15 cities across the United States.

Tips for City Leaders

City leaders provided key insight for others who want to provide more robust platforms for tackling city challenges:

Get Ideas from All Corners: city leaders stress the importance of community input in public-private partnerships. In addition to focus groups and surveys, NYC Service officials held conversations with a variety of key stakeholders, gathering new and innovative ideas from the community, and generating approaches that would not have emerged from government alone.

Understand Your Partners: city leaders need to have a clear idea of the often differing needs and expectations of the private sector. Billings-Burford discussed the importance of "researching companies and understanding what is important to them from a brand perspective. Partnerships often fail because this step is missed."

Put Evaluation at the Center: experimentation requires a framework for making meaningful determinations about what works over time. NYC Service leaders say they are willing to experiment and fail, but they want a clear idea of what works. Programs are evaluated through a "funnel" that evaluates volunteer engagement, services provided, and impact.

"Every year we go through the funnel process and we come out with our initiative list," Billings-Burford said, "some initiatives have been with us since the very beginning. Some initiatives are introduced to us because a need is clear and now there is the renewed belief that strategically placed volunteers can meet certain needs."

Gap App Challenge

The New York City Department of Education launched the Gap App Challenge in January 2013 as part of an effort to develop technology-driven solutions to some of the most pressing challenges identified by New York City's educators. The program encouraged developers to build new software applications that could be used to improve middle school math performance or assist educators in engaging students. To incentivize participation, the competition offered over $100,000 in prizes.[115]

Winners were announced in May 2013, and schools in New York City's Innovation Zone (iZone) are now coordinating with developers to pilot these new programs.[116] "It's not just an opportunity to drop solutions into the classroom but actually to bring early prototypes in that can be improved by direct collaboration with teachers and students in the classroom," explained Duane Bray of IDEO, a design firm assisting with the competition.[117]
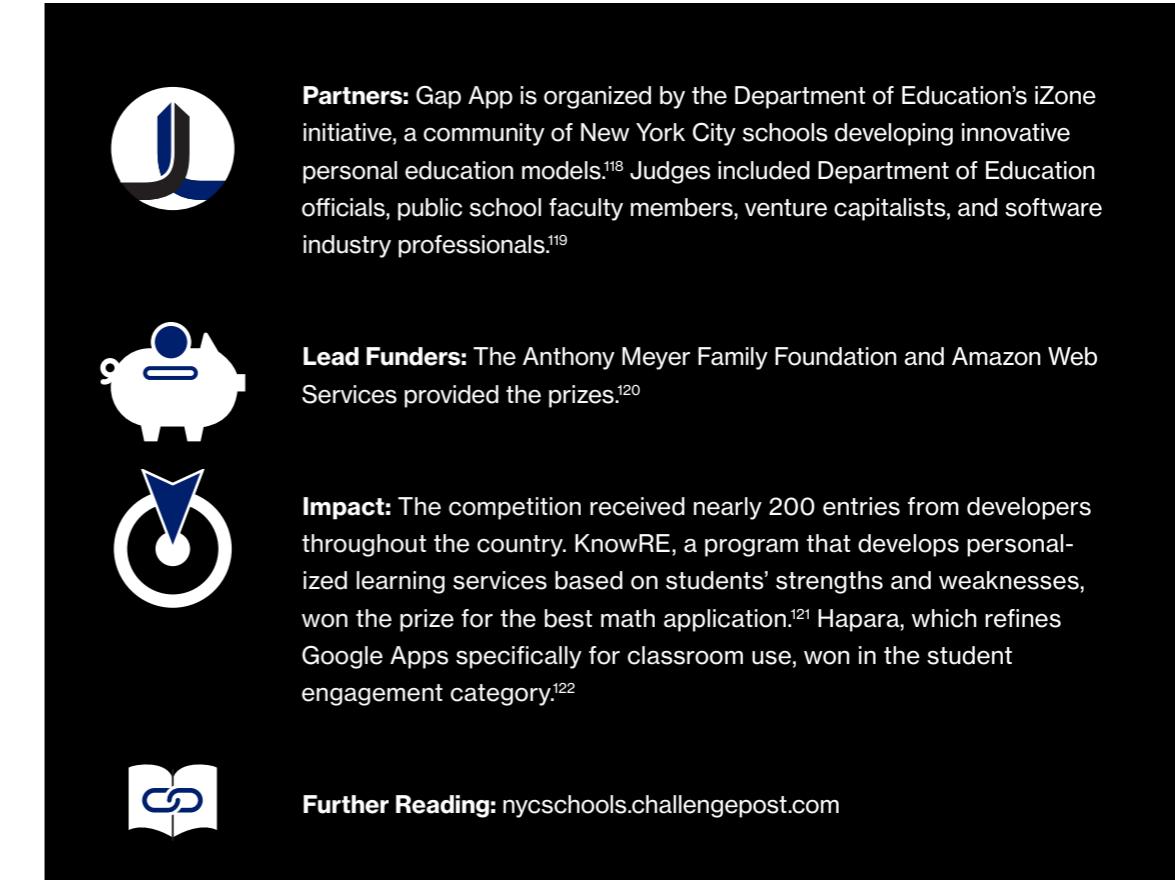
Partners: Gap App is organized by the Department of Education's iZone initiative, a community of New York City schools developing innovative personal education models.[118] Judges included Department of Education officials, public school faculty members, venture capitalists, and software industry professionals.[119]

Lead Funders: The Anthony Meyer Family Foundation and Amazon Web Services provided the prizes.[120]

Impact: The competition received nearly 200 entries from developers throughout the country. KnowRE, a program that develops personalized learning services based on students' strengths and weaknesses, won the prize for the best math application.[121] Hapara, which refines Google Apps specifically for classroom use, won in the student engagement category.[122]

Further Reading: nycschools.challengepost.com

NYC BigApps

One goal of New York City government officials was to find new ways to use the vast amounts of information collected by government agencies and commissions. "We had data that was stuck on computers," Seth Pinsky explained, "and we weren't sure how best to make it available to the public." In response, the government reached out to the private sector for help.

The annual NYC BigApps competition, launched in 2009, challenges entrepreneurs and members of the tech community to create software applications based off of city datasets. Developers compete for prizes and retain long-term ownership of their submissions. The public can download the apps free of charge for one year after the competition.[123]

"It's been amazing. We've had hundreds of apps developed by the public—some of them have gone on to be freestanding companies," explained Rachel Haot, the city's Chief Digital Officer.

The competition has grown in recent years through private support and a continued commitment to government transparency. In 2013, the city allowed for new private and crowd-sourced datasets to be used, and handed out $150,000 in prizes to the eight competition winners.

Partners: The program is supported by the New York City Economic Development Corporation, the venture capital company BMW i Ventures, and the New York City Department of Information Technology and Telecommunications. A range of private partners also help fund the competition and assist the winners in improving and promoting their products.

Lead Funders: The Blue Ridge Foundation New York, the Robin Hood Foundation, the Coatue Foundation, the Cleanweb Initiative, the New York City Accelerator for a Clean and Resilient Economy, Solar One, and Pure Energy Partners provide funding for the competition.[124]

Impact: Close to 300 apps have been created through the program on topics ranging from parking space availability to intramural sports. Notable past winners include a healthy eating app that allows New Yorkers to search for restaurants that fit their diet and a program providing detailed information on local pre-kindergarten and elementary schools. The BigApps site has received over 400,000 visitors and has opened up more than 1,000 datasets from over 60 agencies.

Further Reading: nycbigapps.com

Change by Us NYC

The best ideas for improving communities often come from those who live in them. Residents who know the most about their neighborhoods can have a significant impact on making them better. Unfortunately, traditional avenues for citizen input like public hearings are often limited in availability and constrain the type of feedback that can be provided.

To provide a more flexible, accessible platform for turning citizen-generated ideas into action and give any citizen the opportunity to be a full partner in stewardship of the community, New York City developed Change by Us NYC. Launched in 2011, the Change by Us website enables residents to share ideas on how to make New York City a better place in which to live, and find, join, or create projects based on those ideas.

Features such as a discussion board and the ability to post events help users recruit members, organize their efforts, and coordinate with related groups. They can also receive help from city agencies who register as resources on the site and by applying for Change by Us mini-grants.
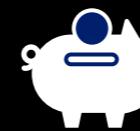
Partners: The Change by Us NYC website was created by the media design firm Local Projects and the non-profit CEOs for Cities. The Office of the Mayor coordinates the project, and the Mayor's Fund, Citizens Committee for New York City, Pratt Center for Community Development, ioby, and the United States Forest Service all collaborate.

Lead Funders: Private support comes from the Rockefeller Foundation, the Knight Foundation, and the Case Foundation through donations made to the Mayor's Fund.

Impact: Hundreds of projects throughout the five boroughs have found a home on Change by Us NYC. Code for America has helped the platform expand to Philadelphia and Seattle, and the website is open source to promote replication. In the 2012 Change by Us Mini-Grant cycle, the nine grantees engaged 449 volunteers in 3,699 hours of service. Some examples of project impacts achieved by these groups included stewarding a combined total of 42 street trees and diverting almost 5,000 pounds of waste through composting. In the ongoing 2013 grant cycle, the program has awarded $27,650 in grants to 19 Change by Us projects.

Further Reading: nyc.changeby.us

Innovating by Experimenting

Center for Economic Opportunity

Government office to identify and implement innovative poverty reduction programs.

Poverty remains a daunting challenge in America and is one of the most significant tests of city services. Addressing this problem requires experimentation but, due to budget constraints and the pressure to implement proven programs, governments often face pronounced challenges in encouraging and testing new interventions.

In 2006, Mayor Bloomberg decided to redouble efforts to address poverty in New York City by creating a dedicated office — the Center for Economic Opportunity (CEO) — that would identify novel approaches to improving life for the city's most vulnerable residents. Working with private partners was a key part of the effort from the beginning. "We had an opportunity to get the public and private sector at the table at the same time. This allowed us to take on edgy projects," said Veronica White, CEO's founding Executive Director. Some CEO projects were "very controversial," she continued, but the "totally private dollars" mollified some of the most strenuous opposition.

In total, over 50 programs have been developed, implemented and tested through CEO under the leadership of Deputy Mayor for Health and Human Services Linda Gibbs. One of the most notable of the Center's programs is Opportunity NYC, launched by the Mayor in 2007. As part of Opportunity NYC, CEO helped pilot three conditional cash transfer programs, which provided cash incentives for achieving education, health, and employment milestones. Opportunity NYC was the first use of this poverty fighting tool in the U.S.[125]

In addition to this groundbreaking pilot, CEO has implemented numerous other programs, including the City University of New York's Accelerated Study in Associate Programs (CUNY ASAP). This initiative is designed to accelerate degree attainment among community college students. Nearly 5,000 students have participated in CUNY ASAP, navigating degree programs in small cohorts of 25 students.[126]

In its efforts to foster experimentation in poverty-reduction programs, CEO manages an Innovation Fund to support a range of anti-poverty initiatives in partnership with city agencies. The Innovation Fund was launched with public funding and was supported by philanthropic resources that are managed through the Mayor's Fund. Opportunity NYC, for example, received $63 million in private funds.[127]

As a result of the success of CEO initiatives, the Mayor's Fund and CEO were awarded a federal Social Innovation Fund (SIF) grant. SIF was created to identify and scale up successful anti-poverty programs, and requires projects to have a three-to-one ratio of private to public funding.[128] The following five programs were piloted successfully in New York City and are now being implemented in cities across the country through SIF:

Family Rewards: this program, stemming from CEO's Opportunity NYC, offers cash payments to families with high school age children who meet designated health, education, and employment milestones.[129]

Jobs-Plus: this program provides public housing residents with job training and other employment services, and is based both on a New York City pilot and other national models.[130]

Project Rise: this program supplies educational programs and paid internships to unemployed young adults who lack a GED and are not currently in school. Project Rise draws from CEO's Young Adult Literacy Program.[131]

SaveUSA: based on CEO and the city's Office of Financial Empowerment's $aveNYC initiative, SaveUSA encourages low- to moderate-income families to place their tax rebates in designated savings accounts. The program matches 50 percent of participants' deposits if they keep the money in the account for one year.[132]

WorkAdvance: this program offers sector-based workforce development programming to unemployed and low-wage working adults. The program builds on CEO's Sector-Focused Career Centers and the Advance at Work initiative.[133]

Cities currently adopting CEO-piloted initiatives through the SIF include Memphis, San Antonio, Kansas City, Newark, Tulsa, Cleveland, and Youngstown, Ohio.

Partners: Mayor's Fund to Advance New York City, federal Social Innovation Fund, Corporation for National and Community Service, 33 agencies and departments and 14 private firms, institutes, and universities.

Impact: Over 450,000 individuals served, more than 30,000 job placements, more than 10,000 paid internships, more than 10,000 enrolled in training, and over $100 million in increased tax dollars claimed.

Further Reading: nyc.gov/ceo

Key Program Details

Staff: A staff of 19 at CEO fulfill roles in program design and evaluation, administering the SIF, and conducting poverty research.

Structure: Programs are identified by CEO staff, funded through the Innovation Fund or other private dollars, implemented by agencies and non-profits and evaluated by independent firms.

Funding: More than one-half of the public-private Innovation Fund, which enables $100 million in programs yearly, stems from a city tax levy. The SIF is an $85 million initiative which is comprised of a required match of private to federal funds. To date, over $83 million of this sum has been raised in public funds and private donations from over 30 foundations. CEO and SIF partners feature many leading philanthropies including the Annie E. Casey Foundation, Bloomberg Philanthropies, Rockefeller Foundation, Ford Foundation, Tulsa Community Foundation, Open Society Foundations, Robin Hood Foundation, Pinkerton Foundation, Kresge Foundation, and New York Community Trust.

How the Partnership Works

CEO relies on substantial private funding and support to enable experimental programs. CEO has also established partnerships across sectors to fund, implement, and analyze its innovative projects, and has served as a progenitor—and partner—for replications throughout the country.[134] Citywide partners span 33 government agencies and departments and nearly 200 non-profits, as well as 14 private firms, institutes, and universities which aid in evaluation and with the technical aspects of project implementation.[135]

Programs are first identified by CEO and city agencies. They are then funded through the CEO's Innovation Fund with public or private dollars and implemented by city agencies and non-profits. Finally, programs are evaluated by a team of in-house and external researchers and the federal SIF then supports expansion of successful programs to new cities.[136]

The Mayor's Fund has also attracted funding from a wide range of donors to support CEO and SIF. Because the federal SIF required a substantial three-to-one match of private to public funds, the Mayor's Fund led a significant philanthropic effort that marshaled over $83 million. This private support was essential to piloting programs in New York City to improve opportunity in the city, and form the basis for nationwide replication.

"We had an opportunity to get the public and private sector at the table at the same time. This allowed us to take on edgy projects."

Impact

CEO seeks to provide vital services and support replication of its programs.

Notable achievements include:
Serving New Yorkers in Need: according to CEO, its programs have served over 450,000 individuals, "securing more than 30,000 job placements, more than 10,000 paid internships, more than 10,000 enrolled in college or occupational training, and over $100 million in increased tax credits claimed."[137]

Facilitating Opportunity: CEO programs have helped connect individuals to opportunity. For example, 56% of CUNY ASAP participants graduate from community college after three years, compared to 23 percent of students who are not participants of the CUNY ASAP program.[138]

National Recognition: in 2010, CEO and the Mayor's Fund received a federal Social Innovation Fund grant to replicate five of CEO's most promising anti-poverty programs — Project Rise, Jobs-Plus, SaveUSA, Family Rewards, and Work Advance — in New York and seven other cities across the country, which are now collecting a multi-site body of evidence that is informing policy nationwide. In February 2012, CEO was announced as the winner of the Innovations in American Government Award from the Ash Center for Democratic Governance and Innovation at Harvard University.[139]

Tips for City Leaders

Many lessons arise out of the CEO experience, including:

Promote Competition and Experimentation: creating space for failure and risks can be critical in finding out what works. Courtney Hawkins, a Senior Vice President at FEGS Health and Human Services System, a non-profit who received funding through the federal SIF, emphasized the importance of allowing CEO to become a safe space for genuine experimentation: "A lot is said about using evidence-based practice, but some of what has to be done is build evidence around practice. In order to do that sometimes you have to fail, and there has to be space to fail. And sometimes you'll be successful and need to replicate."

Keep Everyone at the Table: finding ways to foster and encourage cross-cutting collaboration drives effective partnerships. Kristin Morse, Executive Director of CEO, emphasized that "the broad mission and the position of the Center in the Mayor's Office and the charge that really cut across different silos," enabled its success. "And that convening role that we have had of bringing people together and developing interventions that really cut across those different little silos" has been critical, she continued. Hawkins agreed, stating that "for innovation really to happen there has to be a separate space that's driven towards it. The space could be large or small, but one of the issues is that everybody only sees what's in their lane. The Center for Economic Opportunity looks across everybody's lane and I think that's the only way we're going to get to solutions."

Put Evaluation at the Center: using data to measure program performance against desired outcomes is essential to determining effective approaches that can be continued and scaled, as well as identifying less effective interventions that can be ended. Through rigorous evaluation, CEO has been able to separate more successful programs from those that did not perform, allowing for efficient allocation of time, energy, and resources.

The Rikers Island Social Impact Bond

Supported by the nation's first social impact bond, the Adolescent Behavioral Learning Experience program seeks to lower recidivism rates of incarcerated young people in New York City.

Partners: Office of the Mayor, Department of Correction, MDRC, Osborne Association, Friends of Island Academy, and Vera Institute of Justice.

Impact: The program has begun providing cognitive behavior therapy to over one thousand jailed adolescents, and is expected to reduce the rate of recidivism among those who receive it.

Further Reading: mdrc.org/project/social-impact-bond-project-rikers-island#featured_content

New programs may have the potential to improve the scope and quality of service delivery and create substantial taxpayer savings, but large-scale reform inevitably involves risks. It is frequently infeasible, politically or financially, for the public sector to cover the costs of applying proven service models to new contexts. At the same time, the need to pursue different approaches is acute, particularly in areas featuring lingering social problems.

In New York City, recidivism presented an opportunity to try a new path forward, as nearly half of all adolescents in city jails wind up back in the system within a year of release.[140] In order to embrace interventions that could make a difference, the city decided to employ a social impact bond. This emerging financing tool shares risk with the private sector, allowing the government to audition programs while only paying for substantive results. New York City is among the first cities in the world to deploy this new public-private tool.

In a social impact bond, the government partners with a non-profit or intermediary organization to arrange a new social service program, with payments contingent on pre-specified outcomes.[141] The non-profit or intermediary manages the social impact bond, raising private capital from investors and contracting with providers to carry out the work. If the program succeeds and saves money, investors reap the dividend. If it fails to meet the performance targets, the investors do not derive a return and relinquish their investment.

Launched in 2012, New York City's Adolescent Behavioral Learning Experience (ABLE) is financed through the nation's first social impact bond. The program is designed to reduce the recidivism rate of adolescents in jail through cognitive behavioral therapy. Adolescent (16- to 18-year-old) inmates in the Rikers Island correctional facility participate in daily group therapy sessions as a supplement to their regular educational programs. Kristin Misner, Chief of Staff to the Deputy Mayor of Health and Human Services, describes the therapy as teaching inmates "how to control their impulses, to think before they act, and consider the consequences of their actions."

Beyond increasing positive outcomes among incarcerated youth, ABLE may improve long-term government capacity. Linda Gibbs told The New York Times that "[g]overnment is paying for outcomes that the government wants to achieve." The social impact bond, she continued, "is designed to provide a template for other initiatives so we can do more."[142]

Key Program Details

Staff: MDRC staff work in close partnership with city staff, the Department of Correction, and the non-profit providers to implement the program.

Structure: The Osborne Association and Friends of Island Academy implement the program, the Vera Institute of Justice measures the program impact, and MDRC serves as an intermediary between the private partners and the city partners.

Funding: Goldman Sachs financed the project through a $9.6 million loan, with all but $2.4 million guaranteed by Bloomberg Philanthropies in the event the project does not reach targets. The firm will be repaid if recidivism decreases by 10 percent and will gain up to an additional $2.1 million if recidivism decreases 20 percent or more. If the program is successful, funds from Bloomberg Philanthropies will be used by MDRC to support future investments.

How the Partnership Works

Social impact bonds are a new tool, but they rely on evidence-based programs and have generated significant interest from governments, businesses, philanthropies, and academics. The first social impact bond was used to fund a similar program in a prison in the United Kingdom in 2010, and its structure provided an example to inform New York City's approach. Using a public-private partnership enabled the ABLE program to gain funding it may not have otherwise, expanding available services provision to a high-need population.

Financing for the project has been provided by Goldman Sachs through a $9.6 million dollar loan. To secure the bank's capital, Bloomberg Philanthropies is providing a $7.2 million grant to MDRC, which acts as a loan guarantee to help cover some of the bank's losses if the project does not meet desired outcomes. MDRC, a nationally-recognized social research and evaluation non-profit, oversees the program and serves as an intermediary between the government and other private partners. The organization has worked closely with the Mayor's Office and the Department of Correction in developing the initial program framework and program implementation. The ABLE program is jointly administered through two non-profit organizations: the Osborne Association and Friends of Island Academy. The findings will be monitored by the Vera Institute for Justice, which remains fully independent from the other aspects of the program.

Social impact bonds allocate risk and return based on performance. If recidivism declines by 10 percent, Goldman Sachs will be repaid in full, but not receive a return on investment. If that figure drops by a higher percentage, the investment bank is paid an additional return on a sliding scale, capped at an additional $2.1 million dollars if the figure drops by 20 percent or more.[143] Critically, a successful reduction in recidivism rates saves the city money as well. A 10 percent reduction allows the Department of Correction to break even on the program. Above that figure, the Department of Correction nets savings ranging from $1 million to more than $20 million, and below that figure the cost of the program is entirely borne by private partners.[144]

Use of a social impact bond followed from a clear diagnosis of the challenge being addressed. "New York City looked at it the right way, which is that you have to start with the problem you want to solve and figure out if a pay-for-performance contract is the right structure to solve that problem," said Andrea Phillips, Vice President of the Urban Investment Group of Goldman Sachs. "Not all things lend themselves to this approach. There have to be clear outcomes that result in cost savings or provide a value that government wants to buy."

ABLE is part of the Bloomberg Administration's Young Men's Initiative, a series of programs designed to expand opportunity for black and Latino males within New York City (and profiled at greater length earlier in this report). The Initiative's initial report to the Mayor made clear that the city's current "revolving door" criminal justice system was unacceptable, and that "[y]oung people should receive appropriate services for their age that prepare them for their eventual release and life on the outside."[145]

If recidivism declines by 10 percent, Goldman Sachs will be repaid in full.

Impact

The social impact bond is intended to combine a proven approach to serving a unique population with an experimental financing model.

Among the expected impacts:
Delivering Proven Solutions: using cognitive behavioral therapy, ABLE is based on a method of rehabilitation with a track record of success. A 2007 analysis published by the Campbell Collaboration concluded that the "effects found in the research to date leave little doubt that [cognitive behavioral therapy] is capable of producing significant reductions in the recidivism of even high risk offenders under favorable conditions."[146]

Saving City Money: finding ways to better prepare incarcerated young people for their transition back into society is a key step in fostering economic opportunity and cutting city spending. If recidivism drops by ten percent, the Department of Correction will break even after accounting for the program expenditures.[147] Larger declines could bring tens of millions of dollars in savings.[148]

Setting a National Example: the funding approach used by the Rikers Island program will also serve as a test case for social impact bonds. "The model has captured the world's attention with many cities interested in adaptation. We aim to share the model, the steps we took, so others can benefit," said Bloomberg Philanthropies' James Anderson.

Tips for City Leaders

Although ABLE and the social impact bond are new, city leaders cite many lessons that can already be culled from the program:

Encourage Transparency: public-private partnerships ask partners — who may have differing motivations — to agree on how to allocate the burden of risk. According to city leaders, this requires a commitment to inclusivity and openness. Misner credits transparency with getting the social impact bond going, explaining, "there was a tremendous amount of openness and honesty — honesty around acknowledging what everyone's bottom line was. You had everyone's buy-in upfront about what success meant," and as a result, "there's a lot of discipline around the outcomes and there's equal focus from everyone." Phillips echoed this sentiment: "There was existing trust that was tremendously helpful."

Seek Out Innovators: facilitating an effective partnership often requires finding governmental leaders committed to new ideas. Even at the earliest stages of a partnership, Misner advised seeking out others: "Find the champions in the agency — the person who is really creative — and that's how you're going to make it happen."

Foster Effective Communication: significant coordination and communication can temper challenges common to partnerships. For the Rikers Island social impact bond, this was particularly salient due to the challenges inherent in an innovative financing mechanism. "Everyone put in a tremendous amount of time and a tremendous amount of willingness to have everyday phone calls," Misner said. Later, this transformed into regular opportunities to touch base on program progress. Misner described monthly meetings with partners: "We get everyone in a room, we look at the data, we go over metrics, we problem solve."

Responding
with Agility

Case Studies:

Hurricane Sandy Relief

A coordinated effort to respond to the effects of Hurricane Sandy through government partners, community organizations, businesses, and volunteers all working together to address immediate needs and assist with long-term restoration.

On October 29, 2012, Hurricane Sandy made landfall in New York City, causing widespread damage and destruction. By the end of the storm, 43 New York City residents had been killed and tens of thousands were injured. All told, the city faced an estimated $19 billion in damage and 700,000 tons of debris.[149]

The scale of the damage caught many by surprise and tested the ability for government and private providers to marshal an effective response. As with most natural disasters, city government alone was not able to meet every need. What was required was an ability to move quickly and flexibly, combining public and private assets in a way that could target areas of need and then respond.

Within this context, the Mayor's Fund recognized that it could serve as a mechanism for donors both in and outside of New York City. The Mayor's Fund drew on related experience in 2010 and 2011 when it administered funds to support relief efforts for the earthquake and tsunami in Haiti and Japan, respectively. This time, the Mayor's Fund, led by President Megan Sheekey, took a hands-on role given the location of the disaster. Immediate tasks administered by the Mayor's Fund, in collaboration with agency and non-profit partners, involved distributing relief supplies, providing hot food, and removing debris. When this initial phase passed, city leaders and partners shifted to additional recovery projects ranging from mold treatment and housing and legal assistance to support for immigrant communities, small businesses, non-profits, schools, and parks.

Notable efforts include:

Hot Meals: power outages and supply disruptions forced significant swaths of the city to rely on readymade emergency rations. To address this, the Mayor's Fund partnered with the New York Food Truck Association to deliver hot meals by way of commercial food trucks to affected areas.[150]

Housing Advocacy and Resources: in this ongoing effort, the Center for New York City Neighborhoods was funded to aid homeowners in rebuilding and recovery, facilitating access to networks of housing outreach, counseling, rehab, and legal service experts.

Small Business and Non-Profit Assistance: this initiative includes a philanthropic consortium that to date has provided $24 million in grants and loans for non-profits. The Mayor's Fund alone provided nearly $6 million for small businesses, including a matching grant opportunity for an existing $15 million loan program that was supported by Goldman Sachs and the New York City Economic Development Corporation.[151]

Mold Treatment: in partnership with the Local Initiatives Support Coalition, the Mayor's Fund launched a free treatment program to remove mold in homes in the hardest hit areas.

Immigrant Outreach: the Mayor's Fund, in partnership with the Mayor's Office of Immigrant Affairs and the Federation of Protestant Welfare Agencies, sponsored teams of outreach workers to survey immigrant households about their needs, connect them with services for which they are eligible, and provide information on the city's plans for long-term disaster case management. Legal services were also provided through this outreach by the New York Legal Assistance Group.

Public Education: as a result of the hurricane, thousands of students were displaced or relocated from their schools – and many were cut off from access to a computer or the internet – resulting in significant and unanticipated learning gaps. The city worked to ensure that students received the emotional and academic support they needed to get through this difficult time.

Partners: The Mayor's Fund to Advance New York City has been at the center of the city's response, partnering with all levels of government, other foundations and private funders, community-based organizations, and businesses.

Impact: Over 333,000 hot meals were distributed, 1,900 homeowners have received advocacy and legal assistance, 1,700 homes have been treated for mold, and and $24 million and $6 million in aid have been distributed to non-profits and small businesses, respectively.

Further Reading: nyc.gov/html/fund/downloads/pdf/mf_hurricane_sandy_6_month_update.pdf

How the Partnership Works

The Mayor's Fund served as a central catalyst for recovery efforts by identifying potential private partners and then coordinating between public agencies and private organizations. "The Mayor's Fund perfectly complemented the needs of our organization," David Weber, President of the NYC Food Truck Association, stated. Christie Peale, Executive Director of the Center for New York City Neighborhoods, echoed this central role, saying, "The Mayor's Fund was absolutely instrumental in helping us raise the lion's share of the funding we were able to put out on the street for Sandy." As of October 2013, the Mayor's Fund has raised over $60 million in Hurricane Sandy-related funding from nearly 21,000 donors and over $7 million in in-kind goods and services..[152]

Different partners operated in diverse ways. The Center for New York City Neighborhoods, which had been providing foreclosure assistance and relief, began working to assess housing-related needs after the storm. The organization already had deep ties to many impacted-communities and a strong network of attorneys and housing counselors. Support from the Mayor's Fund enabled the Center to expand and redeploy these efforts, coordinate with city and federal authorities, and facilitate insurance claims and other assistance to help homeowners. "We knew there were some fundamental mortgage issues that our lawyers and counselors could help with on day one and then we quickly realized that we needed to get up to speed on insurance issues and Federal Emergency Management Agency expertise," explained Peale. To coordinate with the government,

the Center for New York City Neighborhoods and its partners held regular meetings with city officials "to talk about what was happening, and to give us updates about how programs are developing and for us to provide community level feedback on what was working and where changes were needed."

To provide hot meals, the NYC Food Truck Association initially operated independently of the city, but soon forged a formal connection through the Mayor's Fund and the city's Office of Emergency Management. This relationship helped direct food trucks to areas of highest need and also channeled vital resources such as fuel, which was in short supply. Each day, a central dispatcher would coordinate with the Office of Emergency Management and field directors then directed specific trucks to hard hit locations. Social media communication helped provide accountability and responsiveness, and trucks had official signage so that residents were aware of the opportunity for a hot meal free of charge.

"We knew there were some very basic interventions that our lawyers and counselors could help with on day one."

Key Program Details

Staff: City agencies, the Mayor's Fund to Advance New York City, and a large number of additional organizations continue to contribute to relief efforts.

Structure: The Office of the Mayor, city agencies, and the Mayor's Fund to Advance New York City triaged projects and proposals, partnering with existing community-based organizations and businesses.

Funding: As of October 2013, the Mayor's Fund had received over $60 million in donations from nearly 21,000 individuals, corporations, and foundations. As with all Mayor's Fund initiatives, 100 percent of funds were distributed to relief efforts and as of October 2013 nearly all of the grant funds have been allocated.

Impact

New York City's response to Hurricane Sandy was intended to mitigate many of the worst effects of the storm, providing services across the spectrum of needs. "I'm very appreciative that this program was available for people at the darkest time in their lives," said Robert, a Staten Island resident and recipient of mold treatment services.[153] Salomon, a Brooklyn resident, said, "I have only praise for the city and the workers and everybody who was involved in this program."[154]

Some of the specific outcomes of the Mayor's Fund-supported relief efforts include:

Hot Meals: largely in collaboration with private food trucks, 333,000 hot meals were delivered to residents in need.[155]

Housing Advocacy and Resources: over 2,100 homeowners have been served by the program, well over initial expectations of a 12-month total of 1,000.

Small Business and Non-profit Assistance: to date, 150 loans and grants have been awarded to non-profits and 724 grants have been awarded to small businesses.

Mold Treatment: over 1,700 homes were treated as of October 2013.

Home Rebuilding: up to 600 homes that may not qualify for the city's Build it Back program will receive repairs for non-structural damage.

Immigrant Outreach: 6,871 households were surveyed and assisted through this outreach effort and 219 legal matters were opened.

Public Education: the Department of Education, with support from the Mayor's Fund, provided expanded counseling programs, mentoring, academic support, and after-school services in 39 public schools serving more than 13,000 students.

Tips for City Leaders

New York City's response to Hurricane Sandy yields lessons for other cities that could face a disaster of surprising scale and intensity, as well as for any effort to improve city agility:

Consider a Dedicated, Private Funding Arm: leaders stressed the importance of a coordinating organization in enabling institutionalized communication and facilitating nimble cooperation. "A great thing about working with the Mayor's Fund has been this dynamic feedback loop," Peale stated. "We set up monthly surveys among partners about what they're seeing, the issues their clients are presenting, the number of clients they're seeing, as well as emerging needs and receding problems."

Use Existing Networks: partners noted that inclusivity can speed response times by leveraging existing networks among a variety of stakeholders, including city agencies, community-based organizations, businesses, and individuals. These networks "extend the reach of government and shorten the timeline," Peale said. "You're expanding the reach of information but you're also hopefully shortening the timeline of when money is going to flow because you've gotten people prepared for the program and have ideally been able to meet immediate needs with private money while waiting for public funds."

Facilitate Private Involvement Effectively: in times of disaster, community-based organizations, corporations, and individuals want to help. Partnerships can ensure that this energy and spirit is most effectively and efficiently directed at pressing needs. During the Sandy relief effort, the Mayor's Fund coordinated with agency partners who could help lead and implement projects, often in collaboration with community-based organizations. This allowed city government to tap the initiative of those who wanted to help while ensuring that efforts aligned closely with the city's priorities. The approach improved the efficiency of the overall operation while augmenting the total resources available for recovery-oriented projects.

National Salt Reduction Initiative

A coalition of health authorities and organizations working with food companies to voluntarily reduce sodium in packaged and restaurants foods.

Sodium overconsumption has emerged as a critical public health threat in the U.S. The average American consumes 3,400 milligrams of sodium a day, 1,100 milligrams more than the Dietary Guidelines for Americans recommends.[156] This excess intake of sodium can lead to serious health problems such as high blood pressure and increased risk of heart disease.[157] The vast majority of sodium in the average American's diet comes from processed and restaurant foods — about 80 percent is added to food before it ever reaches consumers.[158]

Confronting dietary salt poses a unique challenge for public health officials.[159] To address problems of this nature and scale, governments may need to employ unconventional tools.

The National Salt Reduction Initiative, launched in 2008, leverages a wide array of partners to better position the city to address its public health needs. Through the Initiative, the Department of Health and Mental Hygiene (DOHMH) is leading a nationwide effort to address sodium levels in processed food. The Initiative connects more than 90 state and local health authorities and organizations with 28 food companies, with the goal of reducing salt intake by 20 percent over five years.[160]

Because the food system in New York City — and around the country — depends on producers and retailers, there was a need to create support for voluntary sodium reduction standards for food companies and restaurateurs. This necessitated collective action. As Thomas Farley related, creating a "level playing field" across the food industry by engaging multiple producers can encourage participation.

City health officials turned to their counterparts in other cities, enlisting them in a collaborative effort. Farley noted that "other health departments were like us in that they recognized sodium was a health problem but that addressing it was completely beyond them." He explained that "when we called and said we have a way" to curb salt intake through a national coalition, the city received an enthusiastic response from state and local partners.

The National Salt Reduction Initiative was modeled after a similar program in the United Kingdom which lowered sodium content in some processed foods by 20 to 30 percent.[161] The process to design a U.S. program involved more than 100 meetings with members of the food and restaurant industries, culminating in reduction targets, with a 2012 intermediate target and a 2014 final target for 62 packaged food categories and 25 restaurant food categories.[162]

"In February 2013, Mayor Bloomberg announced that 21 companies had succeeded in reducing the amount of sodium in their products."

Partners: Over 90 health authorities and 28 food companies across the country. Funding is administered by the Fund for Public Health in New York.

Impact: Seeks to reduce national sodium consumption by 20 percent by 2014, with many companies already showing major sodium reductions in their offerings.

Further Reading:
nyc.gov/html/doh/html/diseases/salt.shtml

Key Program Details

Staff:
DOHMH leads and staffs the project.

Structure: DOHMH reached out to over 90 governmental partners to support the coalition. Industry partners voluntarily adhere to designated sodium targets.

Funding: Grant funding and donations of over $1 million—administered by the Fund for Public Health in New York—and city staff time enabled the baseline study of sodium intake.

How the Partnership Works

Addressing sodium overconsumption required a critical mass of partners from across the country. No one city or company could do it alone. City officials sought out a range of stakeholders to approach restaurant chains and food manufacturers collectively.

Specifically, DOHMH coordinates the efforts of the 90 health authority partners to advocate for lower sodium in food and to collaborate with industry stakeholders around meaningful reduction targets. These partners fall across the spectrum of governance, ranging from private, national organizations to city-, county-, and state-level health authorities. Private organizations include the American Heart Association and the National Kidney Foundation, and examples of government health authorities include the Boston Public Health Commission, the Cook County Department of Public Health, and the Hawaii State Department of Health.[163] Aided by influential allies, public health authorities can more effectively work with industry partners as a group. National Salt Reduction Initiative staff also engage in research and evaluation to measure progress towards goals.

Armed with sodium targets delineated by food categories, participating companies reformulated products in anticipation of the 2012 benchmark. Evaluators from the National Salt Reduction Initiative assessed individual companies' progress toward the goal and published results before turning to the 2014 benchmark.[164] Industry partners include such well-known brands as Starbucks Coffee Company, Heinz, and Kraft.

The National Salt Reduction Initiative will assess changes in sodium levels among top-selling packaged and restaurant foods using its nutrition databases. Additionally, DOHMH conducted a study in 2010—using a recognized, gold-standard methodology—to measure baseline sodium intake among a representative sample of New York adults. DOHMH aims to raise funds to repeat the study in 2015 in order to compare findings and assess changes in sodium intake over time.

Financial support comes from a variety of government agencies and private foundations and is administered by the Fund for Public Health in New York.

Impact

City officials acknowledge the difficulty of changing a country's diet, but are optimistic about the future. Farley noted that the Initiative has not "by any means totally solved the problem of sodium in New York City food," but, it has "changed the nation's food supply. People have been trying to do this for decades, and now we're getting traction."

Specific impacts include:

Preliminary Sodium Reductions: in February 2013, the Mayor announced that 21 companies had succeeded in reducing the amount of sodium in their products. Notable examples include Kraft's American Singles cheese, which reduced sodium by 18 percent, and Subway's Club sandwich, which reduced sodium by 32 percent.[165]

Potential Overall Sodium Reduction: a 25 percent sodium reduction in restaurant and packaged food – the National Salt Reduction Initiative's 2014 goal – would result in a 20 percent overall reduction in sodium consumption.[166]

Tips for City Leaders

When faced with a problem necessitating a unique response, program leaders cited several lessons that may be helpful for other cities:

Consider a Dedicated, Private Funding Arm: for campaigns or other fast-moving initiatives, city-oriented funds can support time-limited opportunities. In the National Salt Reduction Initiative, private funding filled critical gaps and was deployed strategically, according to Farley. "This could not have been done without Fund for Public Health in New York," he said, continuing, "there are times when we've needed to purchase data on sodium levels or do evaluations that had some costs" and "we've gotten funding from foundations or philanthropists for those things."

Allow Desired Impacts to Drive Scope: some challenges may require a broad number of partners. An understanding of the specific issue to be addressed can dictate the size and composition of a partnership, particularly when it is a coalition. In this case, local action had little hope to succeed given the nature of the problem. "We addressed our weakness by signing up other health departments, city and state, and other organizations to be part of the coalition so that we became a national organization of sorts," Farley noted. Banding together afforded industry partners the opportunity to "say they were doing something not just for New York City but the entire nation," he continued.

Put Evaluation at the Center: careful evaluation throughout an initiative can be essential to assessing progress, elevating success, and ensuring efforts align with city goals. With the National Salt Reduction Initiative, city officials stressed that analyzing changes in sodium levels in packaged and restaurant foods and in sodium intake has been essential to monitoring impact over time and advancing public health goals.

Section 4.

KEYS TO SUCCESS: BUILDING A SUSTAINABLE APPROACH TO EFFECTIVE PARTNERSHIPS

Effectively engaging private sector partners — from business and philanthropy to community-based organizations and individual citizens — requires planning, forethought, and creativity. The New York City experience sheds light on key principles and approaches that can equip city leaders to conceive, plan, and undertake partnerships effectively, serving as catalysts for innovation in government. These lessons support a sustainable environment for partnerships, allowing them to grow, thrive, and persist over time.

They are divided according to three phases of partnerships:
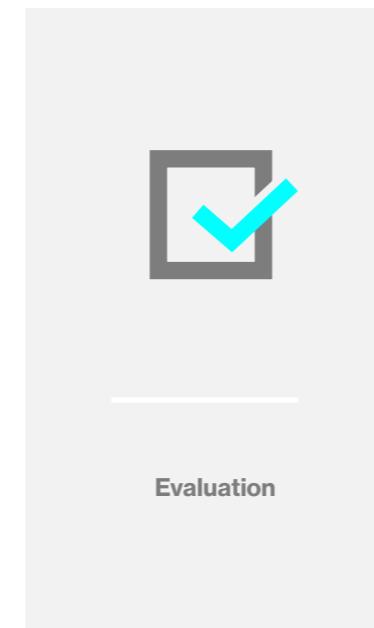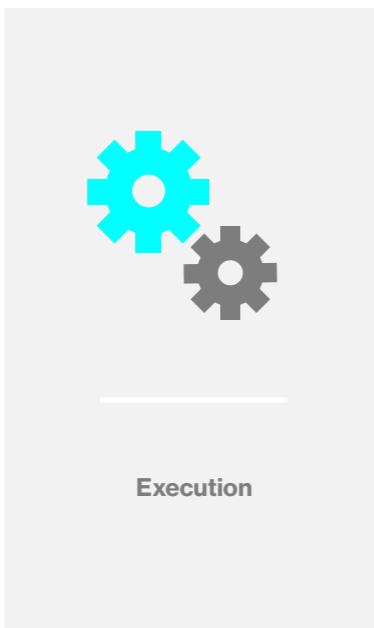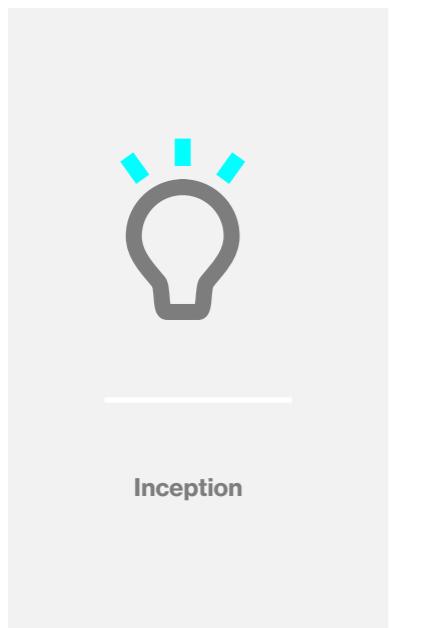
Inception

Execution

Evaluation
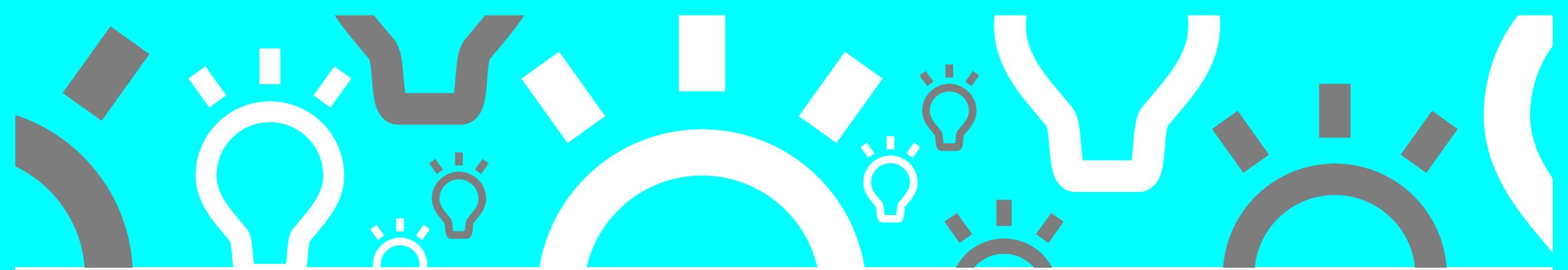
1. INCEPTION

Launching effective public-private partnerships requires careful deliberation and planning. The first set of lessons provided by city leaders and their partners concerns building structures that can enable sound thinking about how to identify and then launch effective and sustainable partnerships.

Consider a Dedicated, Private Funding Arm
New York City's private, city-oriented funds, in particular the Mayor's Fund to Advance New York City, have emerged as catalysts, brokers, and supporters of public-private partnerships in New York City. City leaders described the Mayor's Fund as a vital intermediary and source of financial and technical support. Other cities can similarly create 501(c)(3) not-for-profit funds to take leadership in coordinating city needs with private partners, while at the same time serving as central hubs for fundraising.

There are many advantages to a dedicated philanthropic arm. One is to foster effective collaboration. Kristin Morse called the Mayor's Fund "a critical partner, serving as the centralized place where funders had a good way to collaborate with the city." As a focal point for partnerships, the Mayor's Fund enables better coordination throughout its suite of programs and keeps partners involved over time.

Another advantage is to promote and celebrate the very idea of cross-sector partnership, generating interest across sectors. As Morse explained of the Mayor's Fund, "Part of it is just being the broad ambassadors for these partnerships. I think it elevates what we are working on together."

A dedicated philanthropic arm like the Mayor's Fund also provides for effective accountability, which is ultimately essential to the long-term viability of

partnerships. The Mayor's Fund works with agency partners to focus on data collection and evaluation, and communicates with public and private partners about progress toward shared goals. This ensures that partnerships meet key objectives and reassures private partners that contributions of time and resources are connected to specific, successful efforts.

Getting a philanthropic arm up and running requires focusing on key challenges to address, and anticipating potential trouble spots. "My advice is to start with a set of issues you want to address and ways you hope to do that and then do outreach to potential partners," Megan Sheekey stated. She also cautioned about political pitfalls: "I tell them to vet their donors and think about the political implications of your partners. Because of your relationship with the government, you're going to have more eyes on you, as you arguably should."

"It's a model that can be used by any municipality," said Sheekey, noting that a philanthropic arm can contribute to long-term sustainability for partnerships: "We're really invested in the momentum, and we don't want people to walk away from the investments they've made."

Get Ideas from All Corners

A key advantage of collaboration across sectors is that it brings together different ideas and perspectives, facilitating innovation by drawing new problem solvers into the conversation. As Mayor Bloomberg has written, "Since government cannot do everything, the private sector plays a crucial role in making our city safer, healthier, and better."[167] Philanthropies, for example, can often take an expansive view, addressing long-term needs. Community-based organizations may feature expertise and knowledge about a specific population or focus area. Corporations and educational institutions can provide a different perspective on community-wide assets.

City leaders emphasized welcoming these perspectives to help get partnerships off the ground. Seth Pinsky advised "talking to as many people as you can" while "taking the time to frame the question properly" regarding what the partnership should look like, "and speaking to experts inside and outside of government." Veronica White warned, "You can't come up with a plan from one sector and bring it to another sector. You have to talk to the experts from the start."

Over time, these private collaborators can continue to serve as a vital resource to government partners. "When you work with different organizations, they're tapped into a broader range of knowledge and the most current information, and so they become a consulting resource to you," Linda Gibbs stated, "it can really up the game of the government partners who may not be well versed in up-to-date thinking."

Keep Everyone at the Table

Successful public-private partnerships are a constant negotiation between many different parties, both inside and outside of government. They may feature multiple agencies and offices, different levels of government and a range of private partners, from individual donors to institutional philanthropies, to community-based organizations and even individuals. Given the plurality of interests in play, New York City leaders make clear that building effective structures to welcome these voices to the table is important.

Bringing stakeholders together can be an important way to build and maintain collaboration. "At a practical level, you've got to have a way to build engagement across those three sectors [government, corporate, and philanthropic]," said Darren Walker. "Somebody has to have a capacity for consensus-building or convening. That table-setting element is really important."

Creating established forums for discussion can also allow partnerships to defuse tensions or disputes that inevitably arise between well-intentioned public and private institutions. Said Gibbs, "I'd rather have them in the room than outside taking potshots. Having these individuals and getting their wisdom and input is helpful." With wide buy-in, programs can be thrive and grow over time.

"Since government cannot do everything, the private sector plays a crucial role in making our city safer, healthier, and better…"
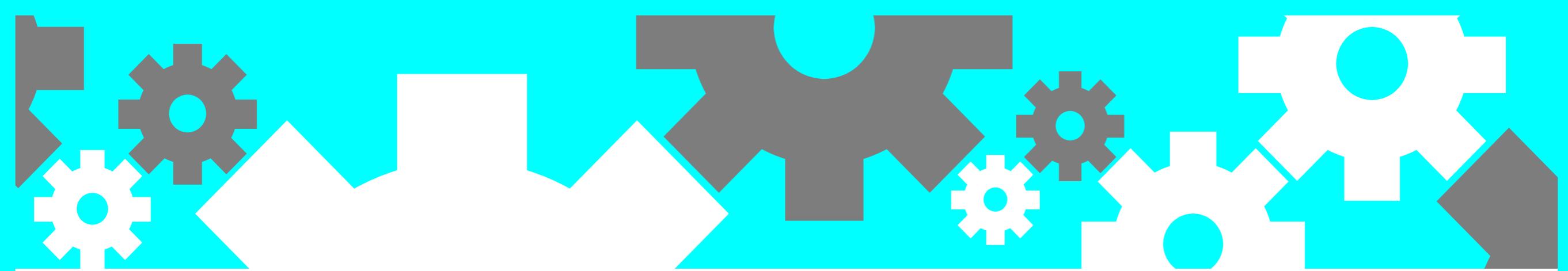
2. EXECUTION

After the planning stage, a second set of insights can guide the effective operation of partnerships, ensuring that they deliver value for all parties and make progress toward established outcomes.

Leverage Comparative Advantage

Once the right infrastructure is in place, a key question is how to engage the private sector. City leaders advise developing clarity about roles, aligning interests and capacities, and defining responsibilities for private sector partners. This allows each party to contribute what it does best while guarding against misunderstanding or miscommunication.

First, cities should identify the unique advantages of each sector to get the most out of the partnership. Tim Sullivan advised "asking a city to audit what their strengths are. You have to start with your strengths. Doing an honest audit of what it is you're good at is really a key issue." Pinsky suggested contrasting private sector innovation with public sector logjams: "It's best to look for areas where the private sector has proven to be particularly innovative, or areas where government has proven to be particularly sclerotic. Those are categorically areas that are ripe for partnership."

Second, responsibility should be allocated according to what each partner brings to the table, ensuring that resources are dedicated as effectively and efficiently as possible. Pinsky said that "the key from our perspective is to first maintain on the public side the portions that the public does well and keep to the private sector what it can do more efficiently."

He warned, "I think a lot of governments allow themselves to get talked into something just because they lack expertise," and advised against "a knee-jerk response that everything in the private sector is better than the public sector." Pinsky suggested focusing instead on "a belief that there are some things that the private sector does better and then being precise in drawing boundaries." Joshua David agreed, "It's looking at who are these people, what do they bring to the table, what can we do together, what are the opportunities that these two sides offer and what do we have to do to get it done?"

Third, leaders urge developing a clear distribution of responsibility and explicit agreement on milestones without straitjacketing partners. Said Pinsky, "When we do allocate responsibility to the private sector, we use their expertise and experience, but seek to align incentives in the way the project is structured," warning, "governments should spell out goals for their partners and ensure that there are consequences if the goals are not achieved. Governments should not, though, be prescriptive about how best to achieve those goals."

Promote Competition and Experimentation

City leaders stress the importance of harnessing the power of competition and experimentation through partnerships. These two levers allow municipalities to encourage a "race to the top" among partners and to hold everyone accountable for results.

The value of competition can manifest in many ways, from a traditional bidding process that asks the private partner to take on a specific role, to a more open-ended competition that challenges private partners to offer competing visions of how to achieve a common goal. What is important about the idea of competition is that it encourages public and private sector partners to derive the most out of what each brings to the table. Steel explained, "When you remove the dynamic of competition or choice from the consumer, the result is that you lose innovation and efficiency when you give someone the sole responsibility without the benefit of competition."

Related to competition is the value of creating space to experiment, which allows partners to collectively improve over time. Said Sheekey, "Anywhere where there's the ability to test something and determine a program's viability, there's value." Sullivan also spoke to the importance of "a willingness to experiment and do lots of pilot programs that will potentially work and may not work. One of the ways to figure out your strengths and weaknesses is by trying things out. You can learn more by failing than succeeding." As with competition, using partnerships as an opportunity to experiment is premised on results. Programs that work provide opportunities for expansion and replication. Those that do not help point partners toward more effective interventions

and guard against inefficient resource allocations. As Julia Bator, CEO of The Fund for Public Schools, said of this approach, "One of the things the Fund does is pursue innovations and pilots at a limited scale so we can determine if the direction we're going is worthy of bringing tax levy dollars to bear."

Professionalize Management

Innovation is about people and practice. Conceiving, developing, and implementing effective partnerships depends on creativity, dedication, and accountability throughout the bureaucracy, from the Mayor to the individual agency employee. City leaders emphasized that effective partnerships depend on attracting strong talent and managing that talent through reliable and accountable systems.

Building and training a professional staff that can develop and execute partnerships systematically and expertly is critical. "It's making sure you have the best people," said Pinsky, "it's important to look at professionalizing the bureaucracy." He noted that the right team will "pay attention to the details, the things that aren't particularly sexy and don't get a lot of people excited, for example, the bidding process." Marnie Pillsbury echoed this sentiment, "to me, the ingredients are clear: leadership and good people."

Building effective and accountable systems is also important. The partnerships analyzed in this report all feature structures, systems, and processes that provide clear direction to partners and that foster effective management and accountability. These structures may require new talent, but they can also help existing staff learn to manage partnerships more effectively over time. In addition, strong

management systems contribute to sustainability. Funders must know that their investments will be well-used – accountable and reliable management will promote such confidence.

Finally, leadership matters, particularly in developing a culture of experimentation, risk-taking and high expectations. Mayoral leadership is essential, Patricia E. Harris made clear, to make partnerships work. "You need a mayor who is committed to the initiatives and is willing to reach out to partners," she said. Accountability again arises as a critical component of enabling innovation: defined parameters of experimentation facilitated success in New York City. "The Mayor has allowed commissioners to go out and fail," said White. "He says if you haven't failed, you haven't tried." Sullivan explained:

In pushing innovation, the Mayor instilled that culture and leadership style from the very top. It's easy for agencies to run things as they always have. The Mayor and deputy mayors have been relentless and vigilant and have taken risks throughout. If you do your best and do the right thing and do your business in an appropriate and respectful way, the Mayor has your back. That matters a lot when you're doing innovative things.
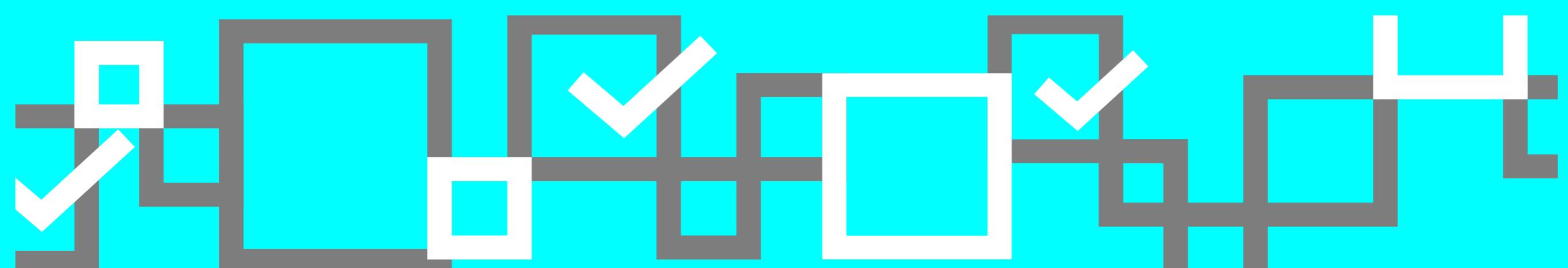
3. EVALUATION

Ensuring policymaking is driven by evidence and performance is increasingly a necessity in governance. Partnerships present one of the best avenues for testing new approaches and developing a corresponding body of evidence to distinguish promising interventions from those less likely to achieve goals. Taking advantage of this avenue means focusing on outcomes throughout the life of a partnership.

Focus on Outcomes

Public-private collaboration creates a unique space for experimentation and innovation. Using this collaboration to separate successful efforts from those that fail requires a process that produces useable evidence for policymakers and private sector partners alike.

Generating such evidence begins with a clear understanding of — and agreement on — the problem to be addressed. "When you're about to make a donation you really want to know that there's a need, and understand the impact," said John Feinblatt, Chief Advisor to the Mayor, adding, "partners want to see results. We always have an eye on what the deliverables are and how to measure and communicate the outcomes." Answering these questions requires structures intended to develop and then track outcomes. From the earliest stages, the partnerships profiled in this report engaged in discussions about desired outcomes, working to establish a consensus view of the problem to be solved.

With an idea of the problem, it is then important to adopt metrics and indicators that can track the intervention against the need in an actionable way. The partnerships described in this report build regular reporting and analysis into their processes, using metrics to anchor ongoing conversations between public and private partners. For example, partners can use metrics and indicators to flag potential problems or identify the most effective activities. Some also use outside professional evaluators like MDRC to reinforce impartiality. Over time, these processes foster sustainability by ensuring that partnerships remain tethered to their purpose and never wander too far off track.

Put Evaluation at the Center

Defining outcomes and metrics provides a foundation for rigorous evaluation, which allows assessment and adaptation to the evidence. City leaders explain that such evaluation is embedded in effective partnerships because it demonstrates what works, providing the opportunity to sustain success. "The ability to test, evaluate, and measure efforts is the biggest piece for us," said Sheekey. Describing a private donation that supported a program's start-up and evaluation, she explained further, "For the donor it was an enormous philanthropic return on their investment. The success of the pilot led to funding in the city's budget and citywide expansion."

Focusing on needs, developing measures, and then evaluating performance against those measures converge to form a central part of effective and sustainable collaboration. What remains is to transparently elevate the results in order to show that collaboration can yield positive impacts. "It's important to make sure that we not only evaluate programs but that we communicate how the funds have been spent effectively," said Harris. "This will allow you to build trust." "So much of this is about convincing people of your ideas and your ability to actually get things done," added Walker. "You have to be able to lay out a vision and you also have to be able to demonstrate how to get it done."

Conclusion

Over the course of the Bloomberg Administration, a combination of factors have spurred a new approach to public-private collaboration. As documented in this report, it is an approach that can manifest in as many forms as there are partners, addressing a wide range of near-term and long-term challenges. What unites this diverse collection of partnerships is a commitment to abiding by the unique advantages of each partner and then working together to produce mutual value. To realize this commitment, New York City has created a corresponding structure that brings public and private partners together under conditions that are auspicious for success.

Through the stories of specific partnerships, this report has sought to develop a platform of knowledge for other cities aspiring to push similar boundaries in collaboration. It is clear from the New York experience that time, energy, dedication, and leadership are all necessary ingredients. Building a nimble and risk-taking culture of partnership that is also accountable and deliberate is not easy. But it can be done, and the emerging challenges facing the 21st century urban landscape demand commensurate adaptation and innovation on the part of cities.

Appendix

This appendix includes lists of select city-affiliated non-profits, conservancies, alliances, and similar entities. In total, New York City contracts with more than 1,800 non-profit organizations.

City-Affiliated Non-Profits
The following non-profits are engaged in a contractual partnership with New York City and raise funds to promote and advance the work and mission of their respective partnering city offices and agencies.
This list includes:

Aging in New York Fund, Inc.

Animal Care and Control of NYC

City Parks Foundation

FDNY Foundation

Fund for Public Health in New York

Fund for Public Schools

Mayor's Fund to Advance New York City

New York City Energy Efficiency Corporation

New York City Global Partners

New York City Police Foundation, Inc.

New Yorkers for Children

Safe Streets Fund, Inc.

Conservancies, Alliances, and Similar Entities
The following organizations have contractual agreements to assume maintenance, operational, or administrative roles both in city parks and other areas.
This list includes:

34th Street Partnership

Asphalt Green

Bronx River Alliance

Brooklyn Navy Yard Development Corporation

Bryant Park Corporation

Build NYC Resource Corporation

Business Relocation Assistance Corporation

Central Park Conservancy

Forest Park Trust

Friends of the Highline

Greater Jamaica Development Corporation

Greenbelt Conservancy

Madison Square Park Conservancy

New York City Economic Development Corporation

New York City Industrial Development Agency

New York Restoration Project

Open Space Alliance

Outstanding Renewal Enterprises (Lower Eastside Ecology Center)

Prospect Park Alliance

Randall's Island Park Alliance

Riverside Park Fund

Socrates Sculpture Park

Southern Queens Parks Association

The Battery Conservancy

The Trust for Governor's Island

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