



## Food Systems Finance Webinar Series: Neighborhood Revitalization Through Food Systems Finance

**Thank you**

for joining the  
conversation today.  
Send us your questions  
and comments!

# Welcome

The Broadcast will begin at 2:00 PM (Eastern)



## Food Systems Finance Webinar Series: Neighborhood Revitalization Through Food Systems Finance

### Moderator

**Thank you**

for joining the conversation today. Send us your questions and comments!



### **Allison Rowland**

Manager, Research & Technical Assistance  
Council of Development Finance Agencies

See all of CDFA's resources online at [www.cdfa.net/resources](http://www.cdfa.net/resources)



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Updated: 2020

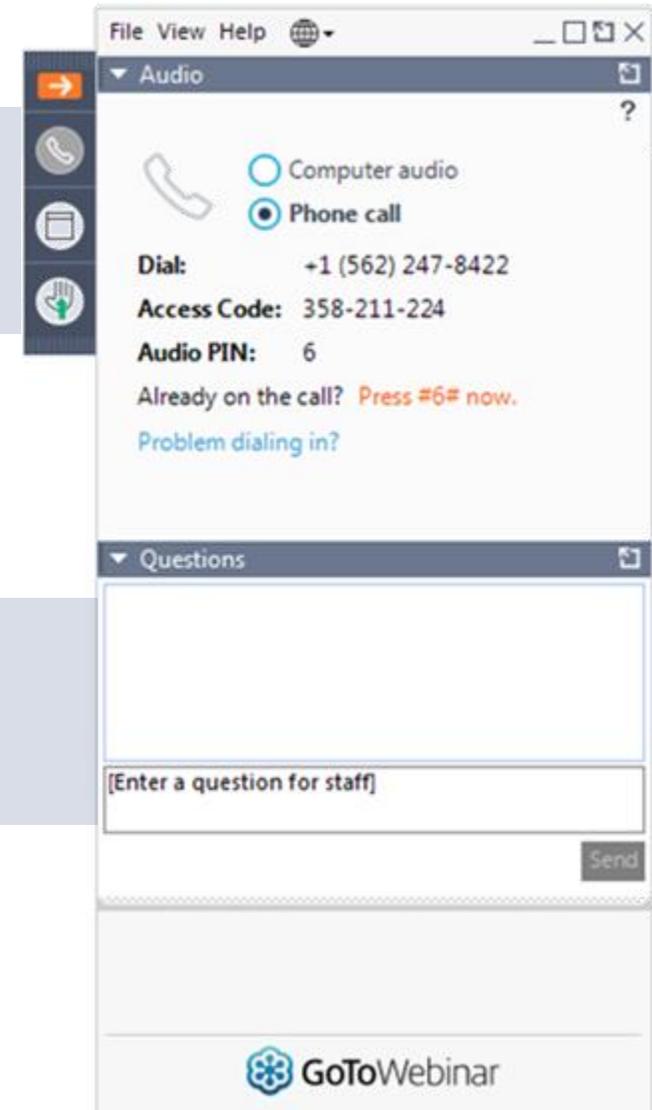
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Using your telephone will give you better audio quality.



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for joining the conversation today. Send us your questions and comments!

Submit your questions to the panelists here.





## Defining the Food System Asset Class

For the past several years, CDFA has been researching how development finance agencies can become more engaged in developing localized food systems through traditional finance approaches. The premise of this project is to suggest and then prove that, if organized and defined properly, the food system can become a defined asset class worthy of traditional investment. Through this work, CDFA aims to advance opportunities and leverage capital to scale local food systems, increase access to better food, and create new living wage jobs in communities across the country.

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for joining the conversation today. Send us your questions and comments!





## Key Program Deliverables

1. CDFA Food Systems Finance Webinar Series
2. Strategic Food System Finance Planning
3. Best Practices Guidebook
4. National Food Systems Finance Convening
5. Food Systems RLF Evaluation
6. Food Systems Finance Research
7. Food Systems Finance Advisory Council
8. Food Systems Pilot Projects
9. CDFA Food Finance White Paper Series

**Thank you**

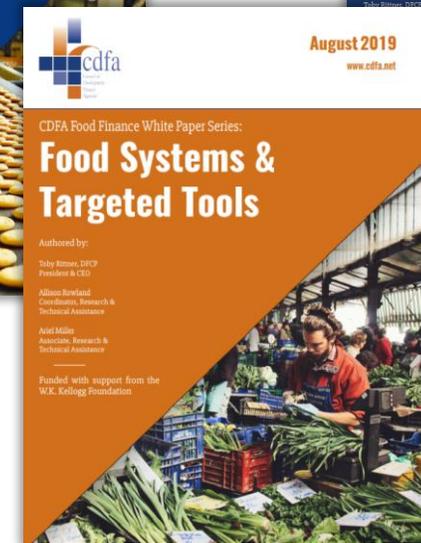
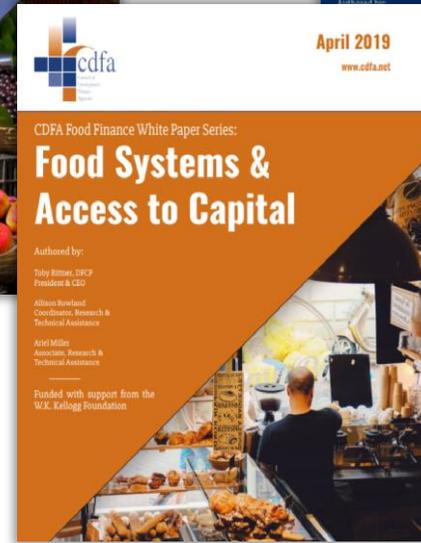
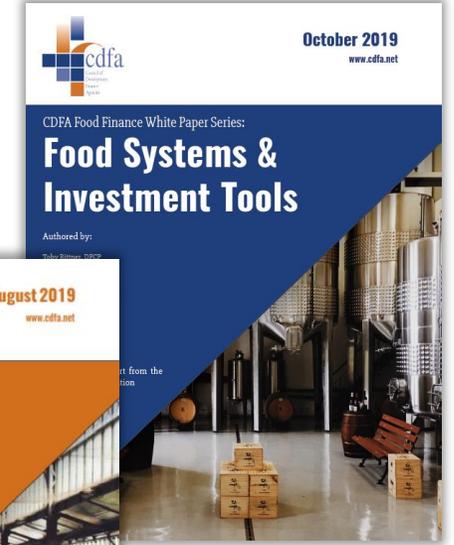
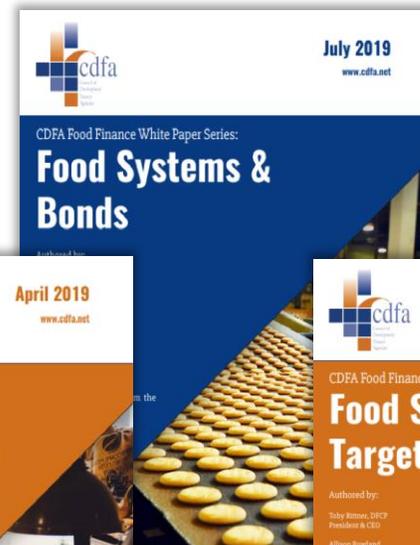
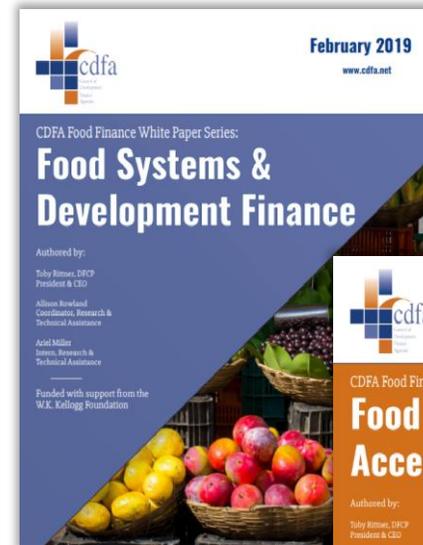
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# Food Systems Finance Webinar Series: Neighborhood Revitalization Through Food Systems Finance

## CDFA Food Finance White Paper Series



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<https://www.cdfa.net/cdfa/cdfaweb.nsf/resourcecenters/foodsystems.html>



## CDFA Food Systems Finance Resources

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Advancing Development Finance Knowledge, Networks & Innovation



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### Food Systems Finance Resource Center

Food systems are an important driver for local economic development and the financing sources needed to support those systems are vast. Communities throughout the country are financing their food system with various innovative strategies to support local markets, first time farmers, new food enterprises, and neighborhoods lacking access to fresh foods.

The CDFA Food Systems Finance Resource Center outlines development finance tools that can be used to support local food systems, such as bonds, tax increment finance, tax credits, revolving loan funds, and other tools. Traditional development finance tools provide necessary capital for establishing food industry participants, supporting local farming, investing in agriculture infrastructure, financing food scarcity challenges, and starting small food-related businesses. A variety of innovative approaches and creative programs have been employed by development finance agencies to support food systems financing, which can be accessed in the resources provide below.

CDFA sees the potential for the broadly defined food system to become a desired and performance driven asset class. With funding from the **W.K. Kellogg Foundation**, CDFA is researching how development finance agencies can become more engaged in developing localized food systems through traditional finance approaches. The premise of this initiative is to suggest and then prove that, if organized and defined properly, the food system can become a defined asset class worthy of traditional investment. As part of this initiative, CDFA is currently producing six in-depth white papers that define traditional development finance tools and explain how they can be applied to agri-food businesses, featuring an abundance of case studies.

⇒ [Learn more about CDFA's initiative to define the food system as an asset class](#)

Want regular updates on food systems financing? Subscribe to CDFA's **Food & Agriculture Finance Update** newsletter.

⇒ [Subscribe](#)

- [Defining the Food System as an Asset Class](#)
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### CDFA Defining the Food System Asset Class

With funding from the W.K. Kellogg Foundation, CDFA is researching how DFA's can become more engaged in developing localized food systems through traditional finance approaches such as bonds, tax increment finance, tax credits, and revolving loan funds. The premise of this project is to suggest and then prove that, if organized and defined properly, the food system can become a defined asset class worthy of traditional investment.

⇒ [View the Press Release](#)

CDFA sees the potential for the broadly defined food system to become a desired and performance driven asset class. Through collaboration between food system participants and development finance agencies, new investments can be catalyzed that will drive the creation of this asset class. The opportunity to link food and development finance has vast potential, including using traditional financing tools such as bonds for non-profits, food hubs, and farm expansions, as well as tax increment finance for food industry industrial parks, neighborhood revitalization, or early stage financing models for entrepreneurs and food technology based businesses. Deploying these tools will help to build the necessary data sets, impact metrics and portfolio performance measures to prove an asset class.

Key project elements include:

- **Food Systems Finance Research**  
CDFA is developing a comprehensive resource center of past and current projects and programs that are utilizing collaborations between food systems and development finance.
- **Food Systems Finance Case Studies**  
CDFA is producing six in-depth case studies of how traditional development finance tools can demonstrate the viability of the food systems as an asset class.
- **Food Systems Finance Pilot Projects**  
CDFA is developing pilot projects in regions that present strong food system efforts but that lack direct and traditional development finance contributions.
- **Food Systems Finance Advisory Council Convenings**  
CDFA is hosting regular, ongoing and substantive convenings of CDFA's Food Systems Finance Advisory Council to establish this cohort within both the food and finance industries.

- [Food Systems Finance Overview](#)
- [Food Systems Finance Resource Center](#)



# Food Systems Finance Webinar Series: Neighborhood Revitalization Through Food Systems Finance

## Panelists



**Sue Housel**

Economic Development District Manager  
City of Dallas



**Zack Folk**

Credit Analyst  
St. Louis Economic Development Partnership



**Nicole Reitzell**

Vice President, Community Engagement  
Erie Downtown Development Corporation

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Economic Development District Manager  
City of Dallas

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# ***Targeted Tools– TIFs and PIDs including Dallas case studies***

**CDFA – Neighborhood Revitalization  
Through Food Systems Finance  
June 30, 2020**

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**Sue Hounsel, Manager  
Office of Economic Development  
City of Dallas**



# What is a TIF?

- Tax increment financing (TIF) is an economic development tool that can finance public improvements within defined areas that have unique challenges and opportunities for economic development.
- Increases in property tax revenues above the "base tax year" (caused by new development and higher property values) are paid into a special TIF fund to finance improvements.
- Project specific development agreements are negotiated. In Dallas projects are 'pay as you go.' Developers fund projects and are reimbursed out of a portion of incremental property taxes collected – developer takes the risk that future revenue will be available.

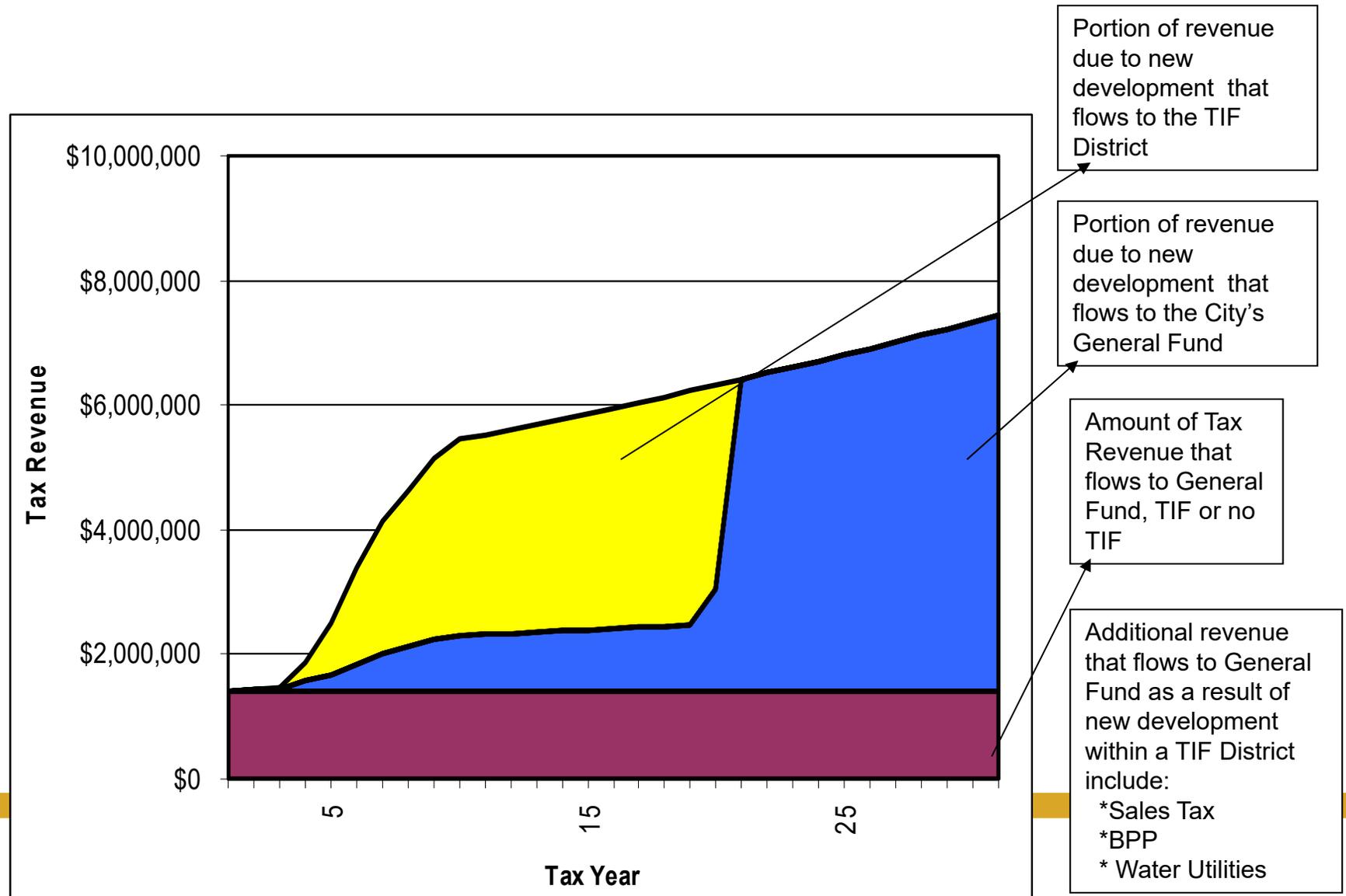


# Texas procedures for TIF Districts

- State enabling legislation varies across the country in terms of TIF criteria and legal requirements.
- Chapter 311 of the Texas Tax Code (“the Act”) is the governing statute for tax increment reinvestment zones (TIRZ) or more commonly known as TIF districts in Texas.
- Similar to other states, there needs to be a finding that the area of a proposed TIF district substantially arrests or impairs the sound growth of the City, retards the provision of housing, or constitutes an economic or social liability.
- In addition, the City of Dallas has adopted a TIF Policy that includes financial and public policy considerations beyond state law for the establishment of new TIF districts.



# Model of Property Tax Flow within TIF Districts



# What can a TIF District pay for?

- Eligible TIF expenditures vary by state. Texas statute has a wide range of items including:
  - Public infrastructure – utilities, streets, sidewalks and pedestrian amenities, parks and open space, and public facilities.
  - Environmental remediation and demolition (often found with rehabilitation of older buildings).
  - Historic façade restoration
  - Grant and/or loan programs for the public purposes of developing and diversifying the economy of the district.



# What is a PID?

- Public Improvement Districts (PIDs) are special assessment areas created at the request of the property owners in the district. These owners pay a supplemental assessment with their taxes, which the PID uses for services and/or improvements above and beyond existing City services.
- Each state will have its own enabling legislation for special assessment districts such as PIDs.
- In Texas, PIDs are governed by state law (Chapter 372 of the Texas Local Government Code) and by the additional City requirements under adopted Dallas PID Policy (last amended 2013).



# PID overview

- A city cannot establish a PID unless it receives a petition signed by the property owners in the designated area.
- PID assessments are public funds levied pursuant to the city's taxing power and are a first and prior lien against the property assessed superior to all liens except tax liens.



# PID Overview continued

- The city contracts with the manager of each PID to use the assessments for services above and beyond existing City services
- Each PID has a program of eligible activities, such as marketing, security, landscaping, lighting, etc.
- The total assessment amount that the city may levy is limited by the budget approved by property owners. The budget and assessment rate are subject to City Council approval annually.



# Eligible uses of PID assessments (*Texas*)

- Landscaping;
- Erection of fountains, distinctive lighting, and signs;
- Acquiring, constructing, improving, widening, narrowing, closing, or rerouting of sidewalks or of streets, any other roadways, or their rights-of-way;
- Construction or improvement of pedestrian malls;
- Acquisition and installation of pieces of art;
- Acquisition, construction, or improvement of libraries;
- Acquisition, construction, or improvement of off-street parking facilities;
- Acquisition, construction, improvement, or rerouting of mass transportation facilities;
- Acquisition, construction, or improvement of water, wastewater, or drainage facilities or improvements;
- Establishment or improvement of parks;
- Acquisition, by purchase or otherwise, of real property in connection with an authorized improvement;
- Special supplemental services for improvement and promotion of the district, including services relating to advertising, promotion, health and sanitation, water and wastewater, public safety, security, business recruitment, development, recreation, and cultural enhancement;
- Payment of expenses incurred in the establishment, administration, and operation of the district (*limited to 15% of budget per City of Dallas Policy*); and
- Development, rehabilitation, or expansion of affordable housing.



# Difference between TIFs and Special Assessment Districts

- The primary difference between TIFs and special assessment districts such as public improvement districts (PIDs):
  - In TIF districts, property owners pay property taxes based on appraisal value in the same manner as properties outside of a TIF district. If property taxes rise, the incremental tax collection is captured into a TIF fund.
  - With a PID or similar special assessment district, there is a separate assessment levied on the property in addition to property taxes from the various taxing entities.
- There are also governance and procedural differences that will be outlined in applicable state statutes.



**Case Study:**  
**Dallas Farmers Market Redevelopment**  
*Creating a Fresh Food Focused  
Urban Neighborhood*



# Dallas Farmers Market Redevelopment

- In 2013, the City began a focused effort on redevelopment of the Dallas Farmers Market.
- Despite significant progress on downtown revitalization in prior 15 years, the Farmers Market area lagged.
- As part of the Downtown 360 Plan (a partnership with the Downtown Dallas, Inc – PID within downtown loop), the Farmers Market was a focus area envisioned to be:
  - ✓ An urban neighborhood for a variety of income levels anchored by the Dallas Farmers Market.
  - ✓ New development consisting of a mix of townhouses and low/mid-rise apartments and condominiums, and limited ground-floor retail and services.



# Farmers Market Context in Downtown



Dallas Farmers Market  
Development Context

- Farmers Market Site
- Infill Opportunities
- Redevelopment Projects
- Existing Open Space
- Planned Open Space
- Important Connections



# Farmers Market Past Challenges

- Dallas Farmers Market has been in operation since 1940s. The Market had sustained operating losses for several years.
- The predominant land use was warehousing and manufacturing. Limited office and residential uses existed in addition to large tracts of surface parking.
- The market was intended for use by farmers only selling fresh food; however, daily operations needs of the market resulted in many of the stalls being occupied by vendors selling warehoused produce on a daily basis rather than local farm or artisan goods.
- The pedestrian experience was constrained, as the market had been configured with narrow sidewalks and shoppers needing to cross traffic.
- Sheds were underutilized including “Shed 2” (enclosed to make it a competitive space year-round). The City was not well equipped to do branding and marketing. The Farmers Market Friends (a non-profit group supporting market activities) obtained some grant funding but these funds were limited.



# Farmers Market - Conditions Before

Existing Farmers Market Operations –  
*(images clockwise beginning top right)*

- typical vendor;
- inoperable trucks, (Shed 3) being used for storage;
- birds in drive lane area;
- unoccupied stalls in Shed 1 (non-growing season)



# Dallas Farmers Market Proposal: RFP Process

- The City issued an RFP for a redevelopment proposal that generated the most long-term revenues for the City while maintaining ongoing operations of the Dallas Farmers Market.
- The City received two qualified proposals and selected to negotiate a final deal with the Farmers Market Group through a competitive interview process.
- The Proposal focused on bringing the ‘Farm to Table’ approach back to the Market and creating a destination for sellers (farmers) and local patrons to interact



# Market Program Elements

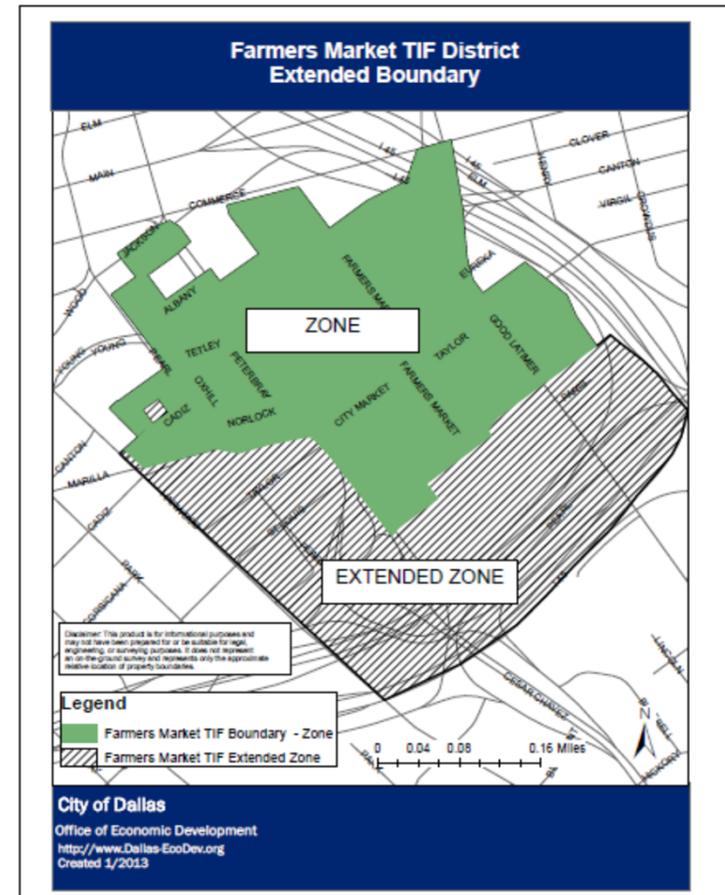
- The redevelopment plan included the following:
  - Renovate Shed 1 to **increase and improve space available for local farmers**
  - Improve Shed 2 to **showcase Dallas-based restaurants**
  - Build new mixed-use development on Shed 3/Shed 4 site to **surround market with a residential neighborhood**
  - Create a community garden and futsal fields **to bring regular activity to a currently unused remote parking area**
  - Bring **culinary and nutritional training** in Administration Building to reinforce positive link between fresh food and diet
  - **Schedule regular events, entertainment, and art** to make Market an activity center (a large quarterly event and several smaller monthly events required in agreement)
  - Require master developer to create and maintain a **branding and marketing plan** for the Market, and
  - Improve public areas **to create a pedestrian friendly environment and encourage street level activity.**
  - **More than double the amount of public parking** (from 326 existing spaces to 697 spaces proposed)





# Farmers Market TIF District

- Although a Farmers Market TIF district was established in 1998, the original focus was on redevelopment surrounding the market but did not include the City-owned market itself.
- In 2013, the TIF District was amended to support the Market redevelopment plan.



# Farmers Market TIF District – Residential Development

- Initial residential development adjacent to the Dallas Farmers Market included several multi-family and townhome projects were built along with the restoration of the historic Harlan Building.



# Farmers Market TIF Modifications

- Adjust TIF boundaries to include the Dallas Farmers Market and property to the southeast. The market was not included when the TIF was originally created due to its tax-exempt status.
- Dallas County added as a financial participant in the TIF District for an estimated \$4.3 million more in TIF revenue.
- Extend the termination date of the TIF District by 15 years (new expiration December 31, 2028).
- Over \$19 million in new TIF increment anticipated over the next 15 years.



# Farmers Market Deal Structure

- There were several components related to the redevelopment proposal with highlights being:
  - City retained ownership of ALL public rights-of-way, plazas and the Farmers Market Merchant Shed (Shed 1).
  - A land lease for the Shed 1 site for a period up to 40 years – expected annual revenue \$30,000 + a share of gross revenue. City can cancel land lease if shed not operated as a Farmers Market.
  - Other buildings and remote parking sold to developer.
  - City Farmers Market GO Bond funds (2006) for public infrastructure improvements related to this redevelopment plan - streetscape improvements, lighting and public parking.



# Farmers Market Deal Structure con't

- Total Investment- \$62.9 million
- Public assistance included:
  - City GO Bonds - \$5.5 million
  - Land Sale Proceeds in excess of bond defeasement amount - \$930,000
  - Public Private Partnership Grant - \$670,000
  - TIF funding commitment (Phases I-II), \$19.7 million with payments made to developer over time based on available tax increment.



# Farmers Market Today



Credit: Urban Fabric Photography



Credit: Spectrum Properties

- The Downtown Improvement District also provides marketing/promotion for the Market along with supplemental public safety and clean up services to the downtown area.



**Case Study:**  
**Sports Arena TIF District – West Dallas  
Subdistrict (Restaurant Incubator Project)**



# Sports Arena TIF District

- District initially set up to fund public infrastructure related to American Airlines Center in 1998:
  - Arena funded primarily by owners of Dallas Stars and Mavericks
  - City share of funding for arena funded by bonds backed by hotel/motel and car rental tax surcharge
  - No funding tied to private development; funding for infrastructure only
  - Location was former brownfields site that required a significant amount of remediation work
  - For City, initial deal a financial success – bonds for arena paid off early; developers paid for infrastructure and were reimbursed; property values in district increased from \$16M base value to \$500+M
  - Developer defaulted on loan – turned over developed property to lender; kept undeveloped property
  - Development not successful from neighborhood standpoint – initial plans had required parking in surface lots replaced by structured parking – this never happened. Preponderance of surface parking (21 acres) did not promote walkable neighborhood activities



# Sports Arena TIF District con't

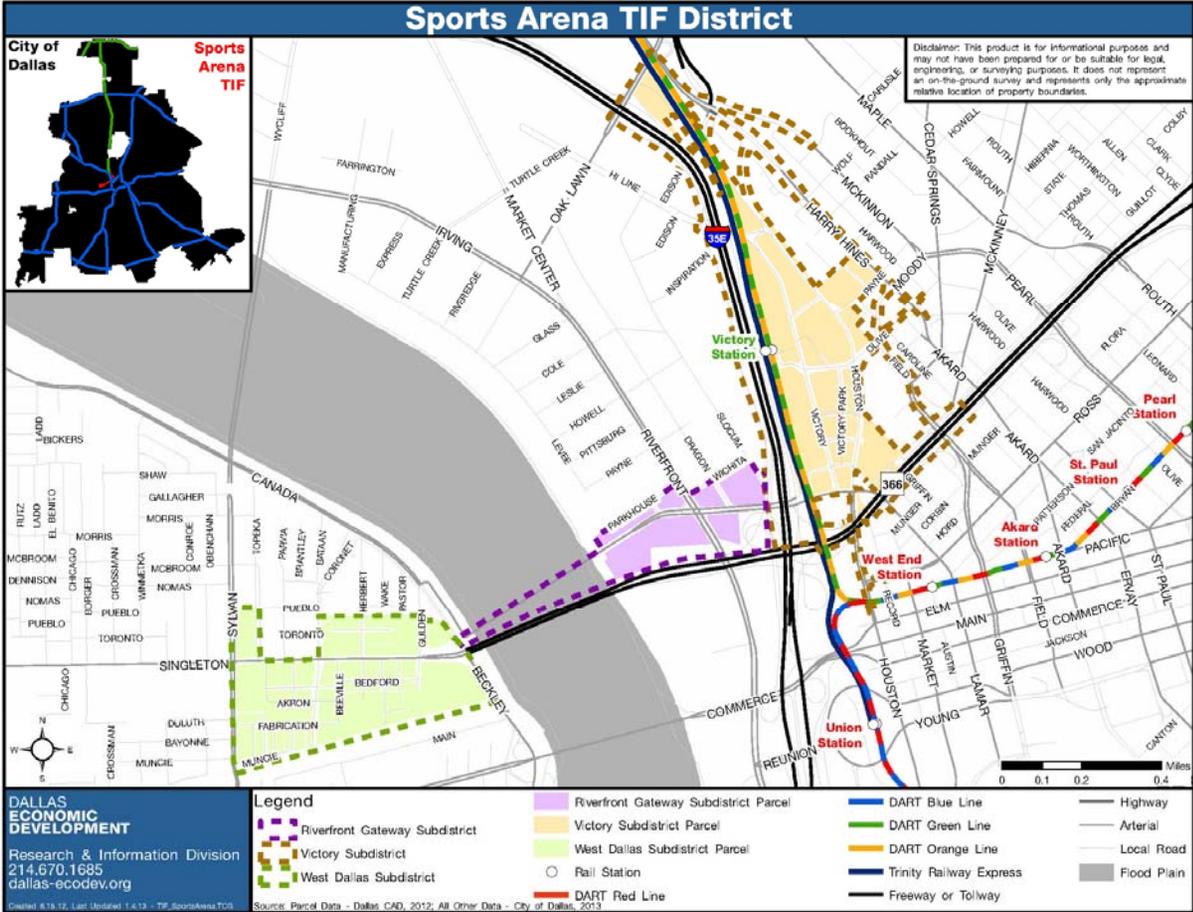
**Original developer approached city with idea to improve area in 2012:**

- Developer agreed to build structured parking to free up surface parking lots for development if City agreed to reimburse parking costs from TIF increment
- City asked to create two sub-districts not originally included in TIF District in more distressed areas near the Arena
- City required that a portion of the funding from the original district be used to help catalyst developments in West Dallas area (across Trinity River)
- City funded a comprehensive study to investigate how to improve ground level of existing neighborhood around AAC



# Sports Arena TIF District con't

- Map shows three sub-districts of Sports Arena TIF District



# Sports Arena TIF District con't

- The West Dallas area was economically distressed prior to the expansion of the TIF District. A group of investors assembled approximately 75 acres. The City hired well known bridge designer Santiago Calatrava to create signature bridge connecting the area to downtown.
- Development group adopted unique approach to create a destination - a 106,000 square foot restaurant incubation area featuring 20+ new restaurants, many rotated during the initial years.
- TIF incentives of \$3.5 million used to help expand the restaurant district and a later TIF project included gap funding for new apartment construction adjacent.
- In addition, City bond expenditures used to connect this neighborhood to Commerce/Fort Worth Avenue corridor to the south (rail lines were a barrier).



# Trinity Groves Restaurant Incubator



# Contact Information

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For more information on Dallas  
economic development programs:

[www.dallasecocodev.org](http://www.dallasecocodev.org)





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### Panelist



### **Zack Folk**

Credit Analyst  
St. Louis Economic Development Partnership

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# Neighborhood Revitalization Through Food System Finance – Revolving Loan Funds

St. Louis Economic Development Partnership  
Zack Folk – Credit Analyst

# About SLEDP

- Quasi-governmental economic development agency for St. Louis County and the City of St. Louis
- Business Finance Department
  - 2 Certified Development Companies (CDCs)
    - The St. Louis Local Development Company (City)
    - STL Partnership CDC (County)
  - Industrial Development Authority of St. Louis County

**STLPARTNERSHIP**

# What is a Revolving Loan Fund?

- Primarily used for gap financing
- Flexible in collateral requirements, usually subordinated to larger private financing
  - Lowers risk for private lenders
- Standard credit requirements
- Market interest rates
- Terms
  - Working Capital: 3-5 years
  - Equipment: 5-10 years
  - Real Estate: 15-20+ years
- Community development requirements, e.g.
  - Geographic areas
  - Job creation
  - MBE or WBE



# RLFs at SLEDP

## LDC (City)

- Community Development Block Grant (CDBG) RLF
- Economic Development Administration (EDA) RLF
- St. Louis Small Business Neighborhood Loan Fund
  - Partnership w/ First Bank

## CDC (County)

- Metropolitan Loan Program (EDA)
- Brownfields Cleanup RLF (EPA)
- Small Business Loan Program (STL County funds)



# Financing food with RLFs

- Challenges – Low profit margins, low collateral, usually startups
  - Many private lenders are hesitant to finance food businesses
- Myth: 90% of restaurants close in their first year
- Fact: 17% of restaurants close in their first year
  - Forbes – 2017
- Frequently the regenerative force for neighborhoods
  - About half of low-income neighborhoods are food deserts

# Case Studies

**Rockwell Beer Company – The Grove**  
**- CDBG (11% of total project)**



**Little Fox – Fox Park**  
**- EDA (21% of total project)**



# Case Studies

**Frankly Sausages – Cherokee Street  
- EDA (Started in 2017, folded in 2019)**



**Café Telegraph - Lemay  
- Covid-19 Relief Loan - SBLP**



**Zack Folk**  
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### **Nicole Reitzell**

Vice President, Community Engagement  
Erie Downtown Development Corporation

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**The Erie Downtown Development Corporation (EDDC) is a nonprofit organization, formed by community leaders in 2017, working to spark revitalization of our city, creating more opportunity for residents and a more vibrant downtown.**

# Erie, PA

- Declining Population:  
1960 = 140,000  
2010 = 101,782  
2016 = 97,369
- City of Erie Poverty Rate: 26.4%
- Wall Street 24/7 ranked Erie as the “Worst City for African-Americans” in November 2017
- One of the Poorest Zip Codes in United States (16501) with median income of \$10,631
- Seven USDA-designated “food deserts” within the City of Erie



# Opportunity Zones

- Opportunity Zones are a bipartisan provision of the Tax Cuts and Jobs Act of 2017.
- The legislation is designed to encourage & incentivize investors to redeploy and invest capital into low-income communities.
- Opportunity Zones have no detrimental effect upon state or local tax revenue, but rather incentivizes investment in low-income communities, which serves to solidify and strengthen the local tax base.



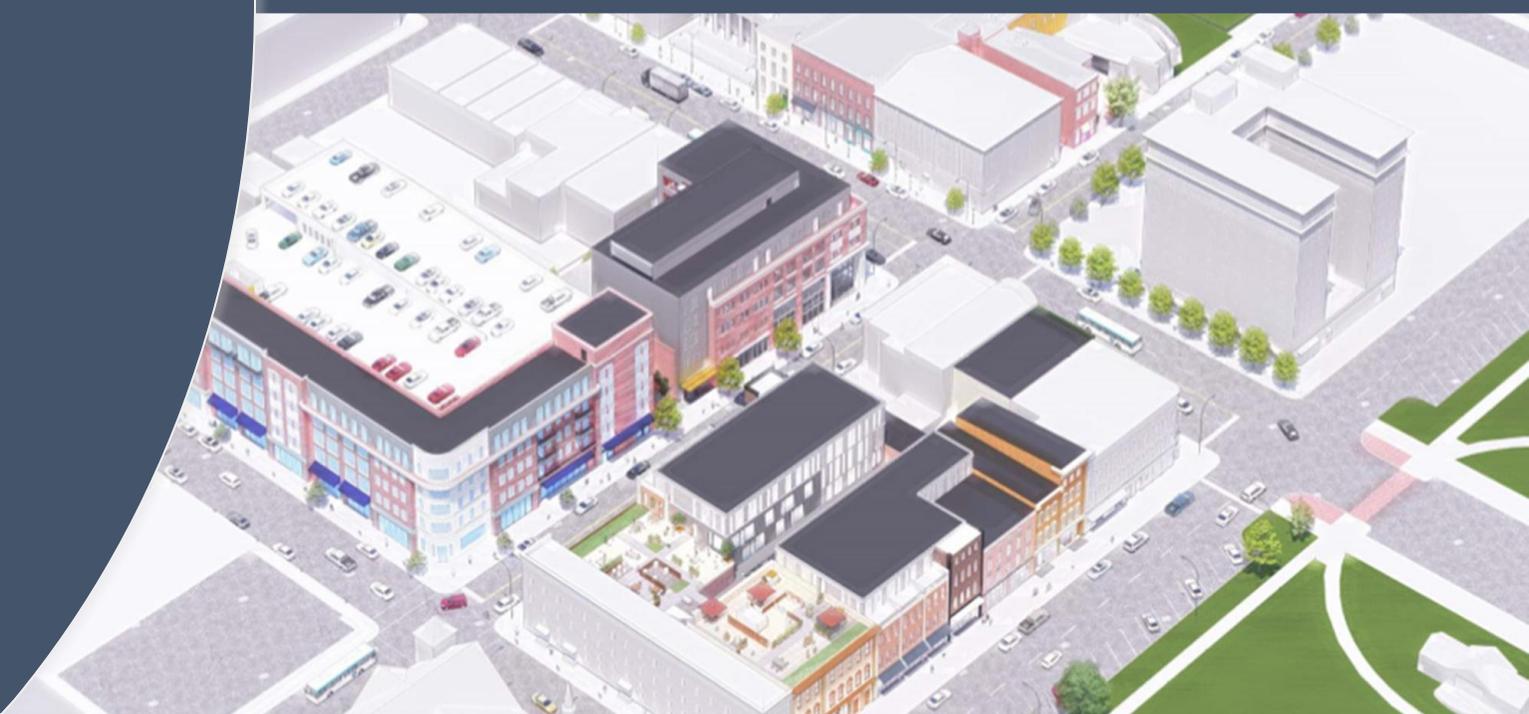
GOERIE.COM

## **Erie lands \$40 million Opportunity Zone investment**

Erie Insurance CEO Tim NeCastro: "We are going to make significant..."

# Downtown Erie's Transformation

- 477,000 total square feet of revitalized or new construction;
- 100,000 s/f of commercial space;
- 154 market-rate residential units;
- 30+ new businesses;
- 400+ new jobs;
- \$110 - \$125 million of new investment.



# Outcomes of Culinary Arts District:

- Revitalize Historic Buildings
- Provide a Stable Source of Fresh, Healthy Food
- Stimulate Economic, Business & Job Growth
- Celebrate & Promote Erie's Rich Cultural Diversity



FLAGSHIP CITY  
FOOD HALL



FLAGSHIP CITY  
MARKETPLACE



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**Questions?**



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## Upcoming Events



# CDFA Food Systems Finance Webinar Series

April 16, May 28, July 30, September 29 @ 2:00 PM Eastern

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for joining the conversation today. Send us your questions and comments!

### **Financing Food Systems Entrepreneurs**

September 29, 2020 @ 2:00 PM Eastern

Register online at [www.cdfa.net](http://www.cdfa.net)



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### Upcoming Events

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# CDFA Virtual Summer School

August 3-13, 2020  
Dive in @ [www.cdfa.net](http://www.cdfa.net)

**REGISTER TODAY**

### **CDFA-Bricker PACE Webinar Series: Policy and the Future of PACE**

Tuesday, August 25 @ 11:00 AM – 1:00 PM Eastern

### **CDFA // BNY Mellon Development Finance Webcast Series: Investing in Childcare Facilities**

Thursday, August 27 @ 1:00 PM Eastern

Register online at [www.cdfa.net](http://www.cdfa.net)



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