

***Economic Development Assessment
for the Guilford Native
American Association***

July 2003

Brenda Linton, Senior Associate, OED
and
Leslie S. Stewart, Associate Director, OED

Office of Economic Development
www.oed.unc.edu



This document in its entirety represents the findings and recommendations of the Office of Economic Development of UNC's Kenan Institute for Private Enterprise to the North Carolina Indian Economic Development Initiative (NCIEDI). The opinions are those of the authors and do not necessarily reflect the official position of the tribe or association. The acknowledgments section of each report indicates the level of interaction we had with representatives of that tribe or association.

In any case, no substantive alterations may be made in the material presented herein without the written consent of the Office of Economic Development. These findings and recommendations are intended for review by the Indian tribes and organizations and may be incorporated, as deemed appropriate and with due attribution, into plans and actions to improve the status of economic development in North Carolina's Indian communities. However, such plans and actions are the responsibility of the economic development committees of the Indian Tribes and organizations and of NCIEDI and not the Office of Economic Development. To discuss technical assistance in using this report or associated information to create economic development plans or grant proposals please contact Leslie Stewart at the Office of Economic Development, Kenan Institute for Private Enterprise, 919/962-8871.

Acknowledgments

The UNC assessment team would like to acknowledge the important contributions of several members of the Guilford Native American Association (GNAA) who facilitated our work in conducting this assessment. Rick Oxendine and Sandy LeCrone supplied copies of written documents and key information on the Association's programs and economic development initiatives, and provided preliminary review of the report draft. Sandy LeCrone organized the Association's focus group. We would also like to thank Frances Stewart-Lowery, Chair, and the GNAA Board for reviewing the report draft and providing suggestions to make this report more comprehensive and useful to GNAA.

We thank the North Carolina Indian Economic Development Initiative, the N.C. Rural Economic Development Center, and the Progress Energy Foundation for sponsoring and supporting this assessment project conducted jointly by two UNC campuses, Chapel Hill and Pembroke. We also would like to thank Russell Hieb and David Kiel for their guidance and facilitation of this multi-faceted effort. And we appreciate the help of Greg Richardson and Kim Hammonds for hosting the September 2002 project kickoff meeting of all the tribes and associations at the offices of the North Carolina Commission on Indian Affairs in Raleigh.

The findings and recommendations contained in this report are those of the authors and do not necessarily reflect the views of GNAA or NCIEDI.

Contents

Acknowledgments	1
Section 1: Background	5
History, Governing Structure, and Demographics	5
<i>History</i>	5
<i>Governing Structure</i>	5
<i>Demographics</i>	6
Organizational Mission, Current Priority Programs, and Plans for Economic Development	6
<i>Organizational Mission</i>	6
<i>Current Priority Programs/Services</i>	6
<i>Plans for Economic Development</i>	7
History of American Indian Economic Development Activity	8
<i>Occupations of Association Members</i>	8
<i>Association Member Businesses</i>	8
<i>Association Enterprises</i>	9
<i>Partnering and Resource Pooling</i>	10
Section 2: Strategic Assets and Critical Challenges	11
Physical Capital	11
<i>Land</i>	11
<i>Infrastructure</i>	12
<i>Buildings</i>	13
<i>Housing</i>	13
Human Capital	13
<i>Leadership</i>	13
<i>Economic Development Committee or Staff</i>	14
<i>Key Employers and Entrepreneurs</i>	14
<i>Workforce Attributes and Existing Skills</i>	15
<i>Workforce Development Institutions</i>	15
<i>Rural to Urban Migration</i>	16
<i>Diversity of Local Population</i>	16
<i>Community Resources and Networks</i>	16

Financial Capital	17
<i>Federal or state grants</i>	<i>17</i>
<i>Foundation and Non-Profit Grants</i>	<i>17</i>
<i>Sources and Amounts of Program and Enterprise Funds</i>	<i>17</i>
<i>Association Funds</i>	<i>17</i>
<i>Utilities with Economic Development Funds</i>	<i>17</i>
<i>Local Banks</i>	<i>18</i>
<i>Venture Capital Programs</i>	<i>19</i>
Social Capital	19
<i>Institutions</i>	<i>19</i>
<i>Technology-based Resources</i>	<i>19</i>
<i>Small Business Resources</i>	<i>20</i>
<i>Regional and State Initiatives</i>	<i>20</i>
<i>Community Resources and Networks</i>	<i>21</i>
Section 3: Most Promising Opportunities for Economic Development	23
Conclusions	23
Key Assets	23
Key Challenges	24
Recommendations	24
<i>General Recommendations</i>	<i>24</i>
<i>Specific Projects/Activities</i>	<i>25</i>

This assessment represents an objective inventory of the assets and opportunities of the Guilford Native American Association (GNAA) Indians related to improving the economic condition of their communities, including the development of jobs and Indian-owned businesses. It includes consideration of the economic resources and potentials of the tribal council, other GNAA-run organizations, GNAA business owners and citizens, and the communities in which the GNAA members reside. This comprehensive and place-focused (rather than organization-focused) approach is consistent both with the way economic development is practiced and with the assessments UNC prepared for 10 other North Carolina tribes and associations. What each tribe and its members choose to do with those resources and potentials is a matter for local policy that this report is intended to inform.

SECTION 1

Background

History, Governing Structure, and Demographics

History

In September 1975, in response to a nearly 100 percent dropout rate of American Indian students from Guilford County's three public high schools, a small group of parents began working with members of local Lutheran churches to create a 501(c)3 non-profit association. Today, as the oldest American Indian urban association in N.C. and one of the oldest in the U.S., the Guilford Native American Association (GNAA) has progressed from a single program focus of educational advocacy to become a multi-service organization.

Governing Structure

The GNAA board has 10 members who are elected by the American Indian community at the organization's annual meeting. Board members serve three-year staggered terms with either two or four new members elected each year. GNAA has 12 full-time staff and four part-time staff whose salaries are funded by grants from United Way, the Administration for Native Americans (ANA), and the Workforce Investment Act (WIA) program. The executive director, administrative assistant, and bookkeeper are involved in all the Association's programs.

GNAA's nearly 250 members vote in board elections and receive discounts (when advertised) on admission to cultural events and at the Association's gift shop. GNAA also offers an associate membership to interested supporters who are either non-Indian, or are members of tribes not recognized by state or federal governments, or reside outside the service area. Associate members do not vote.

The Association's average annual budget over the last three years was approximately \$500,000. The executive director and bookkeeper prepare fiscal reports quarterly, bi-monthly, or semi-annually, based on the requirements of each funding agency. The GNAA board chair and treasurer review and sign off on all reports. The GNAA executive director also presents a monthly fiscal report to board members.

Demographics

Over the last two decades, population growth in the Greensboro–Winston-Salem–High Point Metropolitan Statistical Area (MSA) exceeded that of the state as a whole (51 percent vs. 37 percent). According to the 2000 U.S. Census, there are 5,096 Native Americans residing in the Greensboro–Winston-Salem–High Point MSA, representing 0.4 percent of the total population. Between 1980 and 2000, the Native American population of the MSA increased by 113 percent. During that time the white population increased by 41 percent, the black population by 58 percent, and the Hispanic population by 1,125 percent. Although the majority of its members live in Guilford and Forsyth Counties, GNAA has an expanded 11-county service area for programs funded by federal and state agencies.¹

Table 1 provides population numbers and percentage shares for American Indian, Hispanic, black, and white population groups.

TABLE 1
Population Numbers and Percentage Shares of Population Groups
Greensboro–Winston-Salem–High Point MSA (1980–2000)

Year	Total Population	American Indian	Hispanic	Black	White
2000	1,251,509	5,096	62,665	251,882	931,258
1990	942,091	3,186	6,122	181,869	748,794
1980	827,252	2,388	5,114	159,231	662,241
2000	100%	0.4%	5.0%	20.1%	74.4%
1990	100%	0.3%	0.6%	19.3%	79.5%
1980	100%	0.3%	0.6%	19.2%	80.1%

Source: U.S. Census Bureau

Organizational Mission, Current Priority Programs, and Plans for Economic Development

Organizational Mission

GNAA’s primary goal is to assist American Indian people in Greensboro and vicinity to achieve social and economic self-sufficiency.

Current Priority Programs/Services

- Since 1976, GNAA has hosted an annual three-day Pow-wow and Cultural Festival on the third weekend in September at Country Park in Greensboro. Pow-wow activities include hands-on arts and crafts, storytelling, traditional Native American games, and exhibition and competition dancing, with approximately \$12,000 in prize money awarded each year. On the first morning of the

1. Alamance, Caswell, Davidson, Davie, Forsyth, Guilford, Randolph, Rockingham, Stokes, Surry, and Yadkin counties.

event, students in grades K–5 from an average of 40 schools in the region attend the pow-wow. Funding is solicited to cover costs only and comes from local universities, corporations such as American Express, advertising sales, community donations, and a grant from the N.C. Arts Council. Total attendance in 2002 was around 8,000 with approximately 60 GNAA members working as volunteers. For many years, the pow-wow has been viewed by GNAA leaders as a cultural and educational event, with a financial goal of breaking even.² In keeping with the Association’s current income-generation strategy, Association leaders are looking at ways for the pow-wow to earn a profit in 2003.

- The GNAA’s day care center was established in 1990 with grants from the City of Greensboro and United Way. The center provided on-site day care for single mothers working for Guilford Native Industries, the Association’s assembly and packaging business. Although Guilford Native Industries closed in the late 1990s, the Association has continued the operation of the day care center using fees, Association general funds (to cover utility costs), and annual appropriations from the City of Greensboro and Guilford County.
- The Association’s Workforce Investment Act (WIA) program provides classroom training and temporary employment for four students each year, as well as job search and interview assistance.
- As part of Guilford County’s federally funded Indian Education Program, GNAA provides space at its administrative offices and the use of computers for scheduled tutorials. The program serves American Indian children who are economically disadvantaged and at risk for failing end-of-grade tests. The program coordinator monitors American Indian students in the school system to determine if they are eligible for enrollment in the program.
- In 2000, GNAA procured a two-year e-commerce grant from ANA to develop a web site, hire an Internet-Technology Director, and promote Internet sales of American Indian arts and crafts. In 2002, the Association procured an ANA grant to establish a physical location for retail sales of native arts and crafts, the Pocosin American Indian Store.

Plans for Economic Development

The centerpiece of GNAA’s economic development plan is to develop enterprises that can generate income for the Association. A higher level of income will allow the Association to independently fund long-standing programs that are currently subsidized by grants, as well as to ensure that new initiatives remain solvent when start-up grants run out. The newly created Economic Development Committee working with the GNAA executive director and GNAA economic development director are spearheading this effort (see “Human Capital” in Section 2).

2. In 2001, the association lost around \$2,000 on the pow-wow, due in part to low attendance in the aftermath of the September 11th terrorist attacks.

Currently, the Association is concentrating on two major areas: (1) divesting itself of rental property and run-down buildings in order to acquire its own office facilities; and (2) creating several successful venues for selling native arts & crafts. Association leaders plan to hire a consultant to help increase on-line sales of arts and crafts and are looking at the feasibility of developing a mini-catalog.

History of American Indian Economic Development Activity

Occupations of Association Members

Association members work in a variety of employment sectors, including the construction trades, printing and graphics, dry cleaning, heating and air conditioning, and manufacturing of fasteners and construction hardware.

Association Member Businesses

Business owners work as commercial and residential roofing contractors and concrete finishers; produce native arts and crafts; provide services such as hair styling, day care, and tree pruning and removal; and operate retail sales businesses or franchises (e.g. automobiles, candles and accessories).

Many contractors in construction start out in family businesses and spend years establishing a reputation before starting their own businesses. Lumbee members of the Association report that their tribe has a history of working as carpenters. Because of the higher level of construction demand in urban areas like Greensboro, the GNAA's members include many rural-to-urban American Indian migrants in the construction industry.

Some entrepreneurs have been motivated to start a business because they want the flexibility of working from home and being in charge. Usually, they have procured start-up capital from family members or business partners (although this option makes it more difficult to leave the business). Some entrepreneurs have chosen business opportunities that require no initial investment.

Business owners cited the following key factors to success:

- Cultivated values such as perseverance, confidence, commitment, and honesty
- Network of contacts and opportunities for mentoring
- Building trust with customers
- Keeping the job site clean and being well groomed
- Learning more than one trade or specialty
- Access to management and professional development training
- Demonstrating competence to lenders (by attending classes and writing business plan)

Some of the barriers cited by business owners in construction were increased competition from Latino workers and increased state policy emphasis on eastern North Carolina as a result of Hurricane Floyd. Challenges affecting all businesses include:

- Getting started
- Business plan development
- Lack of start-up funds and access to credit and resources, being financially overwhelmed
- Financial management
- Dealing with customers
- Pricing jobs
- Costs associated with expansion, e.g. workers' compensation insurance
- Fear of discrimination
- Continuous need to upgrade technology

Association Enterprises

GNAA established two enterprises over the last two decades, both of which have since closed:

- Guilford Native Industries, an assembly and packaging business created in the late 1980s, provided up to 40 jobs annually over a 10-year period to single mothers and older women with no formal skills. The business closed due to a loss of contracts to developing countries, but it is viewed as a model of successful Native American enterprise in North Carolina.
- The House of Keyauwee, producing furniture accessories, went under when the supplier closed down and the head of the program left to work for an established furniture company.

Currently, GNAA has three active enterprises:

- Rising Star Greeting Cards was established in 1980 by the Association to employ American Indian artists residing in N.C. Customers can choose from two different series and either purchase individual cards or five-card sets. The greeting cards are available through the GNAA web site and at the Pocosin American Indian Store.
- The Guilford Native American Art Gallery is located in the Greensboro Cultural Center at Festival Park. Opened in 1990 with a grant from the North Carolina Arts Council, the mission of the art gallery is to promote, exhibit, and sell traditional and contemporary Native American art and to showcase local, state, regional, and national American Indian artists. The art gallery is staffed by a director and two part-time administrative assistants. The gallery schedules four major exhibits each year as well as multidisciplinary art and education programs. Scheduled tours are available for school groups and other organizations. The gift shop associated with the gallery provides authentic handmade Native American crafts, art, jewelry, pottery, baskets, prints, flutes, and music.
- In December 2002, GNAA opened the Pocosin American Indian Store in downtown Greensboro (the store's grand opening was held in April 2003). The overall

objectives of the ANA-funded program are to open a retail store to sell native arts and crafts and to provide education and job training in the revitalized 200 block of South Elm Street. GNAA staff designed the enterprise with a three-pronged focus: (1) to provide a means for American Indian artists and crafts persons to sell their work and develop business skills, (2) to create up to six jobs for Native Americans in retail sales and packaging of Internet sales, and (3) to generate revenue for the Association's human services programs. The store is staffed by a store manager and part-time by the Internet Technology Director and by area college students who are paid through Guilford Native's WIA program. GNAA also uses the store to promote special events such as lectures and book signings by noted Native American authors and educators.

Partnering and Resource Pooling

- The mutual benefits accrued from partnerships between GNAA and both public and private organizations have allowed the Association to improve program design and to implement more programs than possible with grant funds alone. GNAA activities have helped the larger community to become more cohesive and to build and market its unique character.
- Since 1990, the City of Greensboro has operated an agreement with GNAA that allows the Association free space in the Greensboro Cultural Center at Festival Park for the GNAA art gallery. In return, the Association must meet certain requirements regarding the number of programs the gallery will offer and hours of operation. The location of an American Indian art gallery downtown has helped to revitalize the downtown and to support development of the region's arts sector.
- GNAA has held its annual pow-wow and cultural festival at Greensboro's Country Park for five years. The city provides free parking, and park staff handles trash collection and assists Association volunteers in setting up the arena, stage, and lighting for the event. The pow-wow has become an established community event with a high level of attendance.
- In return for corporate sponsorship of the GNAA pow-wow, native performers provide dancing and drumming for a lunchtime cultural event at the American Express offices. In addition, the company has provided funding for a Native American artist-in-residence program.

SECTION 2

Strategic Assets and Critical Challenges

In evaluating the strategic assets and critical challenges of each North Carolina tribe and association, the UNC team used a framework that looks at four types of capital: physical, human, financial, and social. Economic developers have always recognized the importance of physical infrastructure and workforce; the addition of financial and social capital reflects an increased emphasis in the knowledge economy on business finance and networks.

Below we summarize our key findings from statistical data, focus groups, individual interviews, and review of tribal documents (where available).

Physical Capital

Land

Guilford County has 649 square miles of land area and 4,190 acres of available sites for business development (1.0 percent of total land). Its major municipalities are Greensboro and High Point. Greensboro serves as the county seat. The Greensboro–Winston-Salem–High Point Metropolitan Statistical Area (MSA) has approximately 1.25 million residents.

The area where the cities of High Point and Greensboro converge near Piedmont Triad International Airport is considered to be the prime industrial/business property in the region. Serviced land has risen in value by \$30,000 to \$40,000 per acre in the last 10 years, particularly if it has direct exposure to a highway or interstate. Developed land in industrial parks ranges from \$75,000 to \$125,000 per acre.

In areas of High Point near I-40 and the airport, the cost of undeveloped land has increased by \$5,000 to \$10,000 per acre in the last 10 years; prices range from \$45,000 to \$60,000 per acre. In the older industrial areas of south High Point, undeveloped land costs \$15,000 to \$25,000 per acre depending on location and/or topography. Land prices in the south part of the city have risen very little over the last 10 years (\$5,000 to \$10,000 per acre), largely due to low demand. Serviced land in south High Point ranges from between \$35,000 and \$45,000 per acre. The median price for serviced industrial land in the Greensboro area is \$40,000 per acre, while land that is suitable for development but that currently has no utilities costs about \$12,000 per acre.

There is still a large supply of mostly undeveloped land near High Point, most of which is designated as industrial on the city's land use plan. In the next decade, as city utilities are extended, more development is expected to occur, especially as spin-off distribution centers locate near the airport's proposed FedEx hub.

Infrastructure

Interstate 40/85 enters Guilford County from bordering Alamance County and runs in an east/west pattern. South of the City of Greensboro, the two interstates diverge, with Interstate 40 continuing west to Winston-Salem and Interstate 85 turning southwest toward Charlotte. Piedmont Triad International Airport, located 7 miles west of Greensboro, offers daily non-stop flights to 17 cities on major airlines including Delta, USAirways, Continental, United, and Northwest. The Federal Express hub site will be adjacent to the airport.

Greensboro Transit Authority, or GTA, operates fixed-route buses for the city of Greensboro, including service to North Carolina A&T State University, the University of North Carolina at Greensboro, and Guilford Technical Community College. Express commuter service is available to the Piedmont Triad International Airport area west of downtown. Park-and-ride facilities are also available. High Point Transit System, or Hi Tran, operates fixed-route buses within the city of High Point. Hi Tran also operates dial-a-ride para-transit service for eligible residents. Reservations to ride must be made at least 24 hours prior to planned travel times. Hi Tran connects with Greensboro Transit routes at Guilford Technical Community College.

Specialized Community Area Transportation provides subscription and dial-a-ride transportation for citizens of Guilford County who reside outside the cities of Greensboro and High Point. Ridesharing Services and Vanpooling of the Piedmont, or RSVP, coordinates commuter transportation services for the Piedmont Triad metropolitan region, including Guilford County, Greensboro, and High Point. Greyhound provides scheduled intercity bus service to the Greensboro terminal. North Carolina's state-supported Carolinian and Piedmont trains and Amtrak's north-south Crescent train have scheduled daily service to the Greensboro and High Point train stations.

Duke Power, Davidson Electric Membership Corporation, the city of High Point and Progress Energy supply electricity to Guilford County. Piedmont Natural Gas provides natural gas service. The Guilford County Community Services Department works with the public works departments of the cities of Greensboro, Jamestown, Gibsonville and High Point to provide public sewer and water in the rural parts of the county. Approximately 92 percent of households in Guilford County have access to high-speed Internet, which is considerably higher than the percentages for most rural N.C. communities.

Lake Brandt and Lake Townsend, Greensboro's primary reservoir, are located in northern Guilford County. Other water resources include the Haw River flowing through the northern part of the county and Deep River flowing through the south.

Buildings

GNAA owns two buildings and lots on Prescott Street that were used in the 1980s to launch Association enterprises (Guilford Native Industries and the House of Keyauwee). These buildings have gradually fallen into disrepair; the Association stopped using the buildings two years ago and dismantled the security system.

Housing

According to the 2000 Census, there are 168,667 households in Guilford County. The home ownership rate is 62.7 percent.

The Self-Help Credit Union is a community development lender that provides low-cost, low interest home loans on properties located in North Carolina to people who are underserved by conventional lenders. (Self-Help also offers business lending, covered under Financial Capital.) The Self-Help office for the Triad Region is located in Greensboro. Nineteen Greensboro banks participate in the N.C. Housing Finance Agency's program that offers low-interest mortgages for first-time homebuyers with income and net assets under specified limits.

The Greensboro Affordable Home Loan Initiative Program, operated by the city of Greensboro, promotes homeownership for low- and moderate-income families by providing assistance through grants and loans, debt and income management counseling, and homebuyer education.

Urban associations are not eligible for federal housing grants and N.C. tribes have not been willing to share their housing program funds. GNAA owns four two-bedroom apartments and a duplex in Greensboro, which the Association acquired to provide affordable housing to low- and moderate-income American Indian families. GNAA was able to procure an interest-free loan from the City of Greensboro and borrowed the balance from First Union Bank. However, the Association has found it difficult to keep all the units rented. GNAA took over management of the units from Greensboro Housing Foundation in May 2002.

Human Capital

Leadership

GNAA is viewed by many of the tribes around the state as a strong voice for American Indian affairs and a model for developing at least a few successful Association enterprises. Over the last decade, GNAA leaders have been proactive in seeking out resources available through local government agencies, financial institutions, and community development organizations.

In the nearly 30 years of the Association's existence, leaders have worked hard to establish credibility in the larger community as well as with the most influential American Indian organizations at the state and national levels. One prominent GNAA member has served two terms as a city council member and several participate on community boards. In fact, GNAA leaders report that networking and high visibility are key elements in both the past and future success of the Association.

Economic Development Committee or Staff

GNAA hired an economic development director in March 2002. Her major responsibilities are to facilitate overall agency development and to plan, implement, and oversee projects that will create jobs for area Native Americans and generate revenue to support the organization’s human services programs. GNAA’s economic development committee was created in November 2001 and has seven members who meet at least quarterly. The committee includes three GNAA board members and four members from the larger community. The board is diverse and includes a city council person, a retired Greensboro economic development director, and a commercial developer. The GNAA Board Vice-Chair, who has high visibility in the community, led the formation of the committee and selection of committee members.

The main goal of the economic development committee is to help GNAA staff develop strategies for generating new income for the Association. One strategy that the committee is currently deliberating is to request that the City of Greensboro forgive GNAA’s loan on its rental properties so they can be sold; monies from the sale would then be used to retire the Association’s bank loan and purchase its current offices. An alternative strategy they have discussed is to erect a metal building on the Association’s current property to serve as its office. The committee is also looking at opportunities for GNAA to support job creation in the area by brokering sub-contract labor for existing businesses (e.g., National Robes currently needs seamstresses).

Key Employers and Entrepreneurs

Table 2 lists Guilford County’s largest private-sector employers. The largest employers of American Indian workers are companies in the textile industry, Guilford County, and the City of Greensboro. Between 1997 and 2002, about 2,400 people were laid off in Guilford County. Industries most affected by closings included air transportation, textile mill products, and wholesale trade/durable goods. Business start-up and failure rates were 11.3 percent and 6.7 percent, respectively. Investments for expansion of businesses from 1997 to 2001 totaled 806.6 million and created 5,489 jobs.

**TABLE 2
Largest Private-Sector Employers in Guilford County**

Business	Industry Description
Moses H. Cone Memorial Hospital	services
High Point Regional Health System	services
United Parcel Service Inc.	transportation, communication, & utilities
Sears Roebuck and Co. Inc.	retail trade, services
American Express Company	finance, insurance & real estate
Tyco Electronics Corporation	manufacturing
Lorillard Tobacco Company	manufacturing, wholesale trade
Harris Teeter Inc.	retail trade
Freightliner Corporation	manufacturing
United Healthcare Services Inc.	finance, insurance & real estate

Source: N.C. Employment Security Commission

Workforce Attributes and Existing Skills

In the 2nd quarter of 2001, there were approximately 276,900 Guilford County residents in the labor force, and the average unemployment rate for the year was 4.8 percent. The unemployment rate increased to 6.4 percent for 2002. Median household income in Guilford County in 1999 was \$40,913 with 10.4 percent of the population living below the poverty level. The mean travel time for workers 16 years and older was 24 minutes.

Table 3 provides a breakdown of the percentage of employment in each employment sector. The services and trade sectors together account for over 50 percent of employment. Manufacturing is the third strongest sector of the economy, representing 19 percent of the labor force; but this is down from 24 percent in 1993.

**TABLE 3
Guilford County Employment by Sector,
Second Quarter, 2001**

Employment Sector	Percent Share of Labor Force in Guilford County
Construction	5.0
Manufacturing	19.1
Services	26.8
Trade	24.7
Fin., Ins. & Real Estate	5.8
Government	10.6

Source: N.C. Department of Commerce,
<http://emedis.commerce.state.nc.us/countyprofiles/>

It is important to note that the regional economy of Greensboro and Winston-Salem, with a longstanding reliance on manufacturing jobs in textiles and furniture, has sustained a significant recent erosion of its job base, with the loss of several headquarters companies and numerous manufacturing plants. Relative to the Raleigh-Durham and Charlotte metro areas, and even relative to some of the smaller metro areas such as Wilmington and Asheville, the Greensboro–Winston-Salem–High Point MSA has suffered more job loss in traditional manufacturing sectors that are shifting much of their production to Southeast Asia and will not be returning even when the current recession ends. This economic restructuring is dealing hard blows to many manufacturing workers in the local population who are now displaced, including the Native Americans.

Workforce Development Institutions

The 2000 Census revealed that 21.4 percent of the general population 25 years and older in the Greensboro–Winston-Salem–High Point MSA have not completed high school compared with 31.8 percent of Native Americans. Nearly 29.5 percent of all MSA residents have only a high school diploma and approximately 6.3 percent and 16 percent, respectively, have gone on to earn associate and bachelor’s degrees. By con-

trast, 26.4 percent of Native Americans have only a high school diploma although nearly 42 percent have attended college. The percentage of American Indians completing associate, bachelor's, and graduate degrees is 7.9 percent, 7.6 percent, and 5.7 percent, respectively.

Guilford County is home to UNC-Greensboro, N.C. A&T State University, Guilford Technical Community College (GTCC), and three private colleges. GTCC Business and Industry Services division offers customized training for area businesses, with classes taught at the business site or at a GTCC campus. In addition to technical training, programs are offered in management and supervision, problem solving, and manufacturing certification.

The Guilford County JobLink Career Centers, located in Greensboro and High Point, provide job search assistance, skills assessment, basic literacy and occupational skills training, resume preparation, career planning and development, and assistance with filing unemployment claims.

Rural to Urban Migration

Some of the Native Americans who have migrated to the Greensboro/High Point area over the last half-century were actively recruited. After World War II, when the Triad was becoming a major manufacturing center for the state, owners of furniture and textile mills were successful in attracting American Indian farmers to the region to work and live in the mill villages. When these manufacturing plants began to close in the 1970s, most American Indian workers decided to stay in the urban area rather than return home, in part because of a greater range of job opportunities.

Currently, as American Indian communities in rural areas continue to face challenging economic times with few attractive employment opportunities, many young adults who pursue a college education continue to migrate to the urban areas because they believe they can find suitable work there. The current economic challenges for the Greensboro area offer no guarantee of jobs for those who move there, however.

Diversity of Local Population

The Native American population in the Triad is diverse, although the majority of residents are Lumbee who migrated from Robeson County over the last several decades. Leaders report that the Association has a clientele of approximately 5,000 American Indian people representing 17 different tribes, including the Lakota, Mohawk, Navajo, Western Cherokee, Seminole, and all rural American Indian communities in North Carolina.

The general population in the Triad is also diverse and includes many non-white ethnic groups. Guilford County is only 65 percent white, nearly 4 percent Hispanic, and is home to 1,900 American Indians, over 10,000 Asians and Pacific Islanders, and 14,000 people of other or mixed races.

Community Resources and Networks

GNAA has built up a large pool of skilled community volunteers from which the Association can draw to support its initiatives (e.g. pow-wow, referrals).

Financial Capital

Federal or state grants

Currently, the Association uses a mix of federal, state, and local funding to support its programs. GNAA's service area varies by program and source of funding, e.g. United Way programs apply only to Guilford County residents. Grants from the City of Greensboro are funneled through the Community Resources Board set up by the Greensboro City Council to administer city funds. GNAA has a good track record in acquisition and implementation of federal grants. In 1977, the Association's first major funds came from the ANA, then housed in the U.S. Department of Health, Education, and Welfare. Currently, that department is called the U.S. Department of Health and Human Services and is still a main source of funding, along with the U.S. Department of Labor, Guilford County, and the City of Greensboro

Foundation and Non-Profit Grants

GNAA's efforts to support American Indian artisans are pragmatic and have been attractive to area and state foundations with specific programs designed to promote the arts. For example, Guilford Native American Art Gallery is presently supported by the United Arts Council of Greensboro's Grassroots Program, the N.C. Arts Council's Organization of Color Program, and the National Endowment of the Arts' Expansion Arts Program. In addition, the Association has recently begun supplementing locally produced American Indian crafts with items purchased from wholesale vendors in Albuquerque and San Francisco to ensure that the gallery is not totally dependent on grant funding.

Sources and Amounts of Program and Enterprise Funds

In Table 4, we present detailed information on GNAA's most important programs as reported by Association leaders.

Association Funds

The Association has created a youth fund in its general budget. A certain portion of the proceeds from GNAA retail sales are set aside for this fund. In addition, individual members interested in supporting native youth programs have provided donations.

Utilities with Economic Development Funds

Progress Energy has an economic development rider that offers discounts over a five-year period on the electricity demand charges for new loads over 1,000kW. To be eligible for discounts, business owners or corporations must satisfy certain employment and investment conditions.

Duke Power provides an economic development rider for qualifying companies in the Duke Power Service Area. The rider provides an initial 20 percent reduction equal to the best available rate, with a cumulative reduction of 50 percent over four years.

TABLE 4
Current Priority Programs

Program Name	Funding	Amount	Dates	Program Activities
GNAA Pow-wow and Cultural Festival	American Express,	\$10,000	1976 – present	The GNAA pow-wow is a cultural and educational event for the native and non-native community with hands-on arts and crafts, storytelling, traditional Native American games, and dancing.
	NC Arts Council	\$20,000		
Day Care Center	City of Greensboro,	\$15,000	1990 – present	The center initially opened to provide on-site day care for single mothers working for Guilford Native Industries.
	Guilford County,	\$15,000		
	United Way,	\$69,252		
	Association funds (utilities)	\$56,384		
Workforce Investment Act (WIA) Program	USDL	\$54,000 annually	2002–2003	The program provides classroom training and work experience for four students each year as well help with job search and interviewing.
Guilford Native American Art Gallery	City of Greensboro, United Arts Council	Use of space, \$5,000	1990 – present	The mission of the art gallery is to promote, exhibit, and sell Native American art and to showcase local, state, regional, and national American Indian artists.
Rising Star Greeting Cards			1980 – present	NC Indian artists designed two different series, which are sold through the GNAA web site and Pocosin Store.
e-Commerce	ANA	\$350,000	2000 – 2002	The association developed and launched a project to use the Internet to sell native arts and crafts.
Pocosin American Indian Store	ANA	\$407,000	2002 – 2004	GNAA opened a retail store to sell native arts and crafts and to provide education and job training.

Local Banks

Relative to many rural communities, the Greensboro/High Point area has several institutions with a track record of lending to local businesses. Table 5 provides information on the services provided by financial institutions based in the Triad to businesses and investors.

The Self-Help Credit Union, based in Durham, specializes in “lending to successful enterprises that need special financing not available from their local banks. Our financing can help companies and nonprofits that need more capital than a bank will provide, or companies that are just not yet ready for conventional financing.” See www.selfhelp.org.

TABLE 5
Assets and Services of Local Banks

<u>Financial Institution</u>	<u>Established</u>	<u>Assets</u>	<u>Services</u>
Bank of Oak Ridge	4/10/2000	\$62,779,000	commercial loans and lines of credit, equipment and construction loans
Carolina Bank	11/25/1996	\$189,801,000	commercial loans and lines of credit, term and revolving loans
Gibsonville Community Savings Bank SSB	7/6/1966	\$19,394,000	lines of credit, commercial capital, equipment, construction, and real estate development loans
High Point Bank & Trust Company	9/1/1905	\$592,034,000	commercial loans and lines of credit, commercial mortgages
Sterling South Bank & Trust Company	10/16/2000	\$75,204,000	lines of credit, commercial mortgage and construction loans, term and single-payment loans

Source: Federal Deposit Insurance Corporation

Venture Capital Programs

Guilford County has two local venture capital firms: Geneva Merchant Banking Partners and TechVest International in Greensboro. There are also several venture capital firms located in the nearby Research Triangle region, including Eno River Capital and Intersouth Partners in Durham, and the Halifax Group and Palisade Ventures in Raleigh.

Social Capital

Institutions

In 1993, a group of Triad residents interested in seeing a Native American church established in the area held a series of meetings at the GNAA offices. The result of these initial meetings was the creation of a task force to work with the United Methodist Church leadership to move the idea forward. That same year, the Triad Native American Mission began holding worship services at Smith High School and the GNAA warehouse. One year later, the congregation purchased a building on Monterey Street in Greensboro and the Triad Native American United Methodist Church became a reality. The church is a source of pride and unification for Native Americans in the Greensboro–Winston-Salem–High Point area as well as “a home away from home” for newcomers to the area. Church members celebrated the 10th anniversary of the founding of the church in April 2003.

Technology-based Resources

GNAA developed an interactive web page (www.guilfordnative.org) in June 2001 as part of an e-commerce project to sell Native American crafts funded by ANA. In March

2003, the initial graphics and design of the e-commerce project were updated. The Association uses its web site to market and sell native greeting cards and crafts as well as to disseminate information about its programs and activities. The web site features information on Association history, staff, and upcoming events, and provides an extensive list of links to other organizations and programs. Members can also take advantage of the electronic newsletter and calendar to stay abreast of the status of Association programs and developments.

The web site is attractive, well-designed, and easy to navigate with impressive graphics. The number of visitors to the web site has steadily risen since its inception (visits in April 2003 increased by over 300 percent compared to April 2002). The Association's Internet-Technology Director conducts a partial update of the web site weekly. The GNAA Executive Director, Economic Development Director, and Internet-Technology Director are currently designing a standardized procedure to carry out scheduled updates.

Small Business Resources

Participants in the business focus group conducted by the UNC team agreed that the Greensboro area has a wealth of small business support organizations. North Carolina's largest incubator is located in Greensboro; the program has assisted 150 businesses to become established over the last 10 years. The Greensboro Chamber of Commerce's small business group has formed a consortium to hold seminars on business topics. The Service Corps of Retired Executives (SCORE) is a national nonprofit association dedicated to entrepreneur education and the formation, growth, and success of small business nationwide. SCORE provides free business counseling and support services.

The City of Greensboro's Office of Business Assistance and Development is a one-stop shop that provides information on demographics, financing, available sites and buildings, zoning, and utility location and access, and offers small business courses and free consulting services. GTCC's Small Business Center (SBC) offers classes, workshops and seminars on small business issues, computer training, business counseling, and a resource library. N.C. A&T University's Small Business and Technology Development Center, located in the Nusbaum Entrepreneurial Center, offers management education, business counseling, and research services.

Other resources cited as useful by the focus group participants include:

- Small business classes at UNC-Greensboro
- Small business resources and staff at the Greensboro public library

Regional and State Initiatives

The Piedmont Triad Partnership (www.piedmonttriadnc.com) is one of seven regional commissions for economic development recognized by the state. It is a marketing organization for 12 counties including Guilford, and it keeps extensive data about the sites, buildings, and other marketing assets of its participating counties. The Partnership also convenes regional leaders around economic development issues and joint projects.

The Piedmont Entrepreneurs Network (PEN) is modeled after the highly successful Council for Entrepreneurial Development based in the Triangle. Its mission is to promote the formation and success of the Triad's entrepreneurial growth by providing members access to people, capital, research technology, and the service infrastructure important to business growth. PEN provides business services, conferencing, and networking to growing entrepreneurs based in the Triad area. It is a membership organization with annual dues of \$150.

Community Resources and Networks

GNAA is one of the founding members of the National Urban Indian Coalition (NUIC) with the GNAA executive director currently serving as secretary of the coalition. Created in May 2002 by representatives from 11 states, NUIC hopes to become a national voice for Indian urban associations and to increase communication among associations across the country as well as between urban American Indians and the their tribes. Membership in the coalition is also open to tribes who are concerned about members who have migrated to urban areas. Coalition members are working to educate people and institutions about issues relevant to the urban American Indian population and to support increased representation of urban associations in programs aimed at American Indians, including economic development.

SECTION 3

Most Promising Opportunities for Economic Development

Conclusions

- The Triad's population is growing faster than the state overall (51 percent vs. 37 percent between 1980 and 2000) and becoming more diverse, i.e. the region's minorities currently comprise 35 percent of the population. The Hispanic population has increased the most dramatically (1,125 percent) and now represents 5 percent of the population. Native Americans are one of numerous minority groups in the Greensboro area. This may pose a demographic opportunity for them either to partner with other minority leaders in addressing common needs, or to distinguish themselves from the others.
- Currently, this region is experiencing a major economic restructuring as many manufacturing jobs are going offshore and are unlikely to return. Nonetheless, the area is physically well situated in the state with good transportation access for residents and tourists via Piedmont Triad International Airport, Amtrak, and Interstates 40 and 85. Telecommunications infrastructure is particularly noteworthy with high-speed Internet available to 92 percent of households in Guilford County.
- GNAA staff members are managing a number of different types of programs (e.g. arts and education, day care, retail and Internet sales). Requirements for reporting to funding agencies are time-consuming, and restrictions on use of monies make grants a less desirable form of funding for some projects.
- There is an abundance of organizations working in the affordable housing sector and providing support for small business development, including free business counseling, in the Greensboro area.

Key Assets

- Well established partnerships with public and private organizations
- Successful past enterprises and experience

- Economic Development Director and Committee in place
- Accumulated technical experience in marketing native arts and crafts
- Visibility of leaders and good reputation with N.C. tribes and other urban associations
- Large pool of skilled community volunteers
- Location in a region of the state with good name recognition and opportunities

Key Challenges

- Lack of adequate and secure office space
- Properties with low market value and economic potential
- Limited financial resources to meet large demand from constituents for services
- Limited staff resources
- Grant funding timelines out of sync with GNAA longer-term business projects
- High levels of worker displacement in a time of economic restructuring of the Triad region

Recommendations

General Recommendations

- Focus staff time and resources in a more strategic way. Consider paring down GNAA's economic development scope to focus on one or two specialized niches (e.g. customized business support) and using a network of referrals and partners to help Native American constituents meet basic needs. Some local partners will need to be educated about the mission, objectives, and limited resources of Indian urban associations; one approach is to write local press releases and articles about the National Urban Indian Coalition and/or through partnerships with the other three associations in North Carolina (the Cumberland County Association of Indian People, the Metrolina Native American Association, and the Triangle Native American Society).
- Determine which services or programs GNAA is best equipped to deliver and which can be more efficiently operated by other organizations. For example, GNAA staff has already gained significant experience in marketing arts and crafts from the art gallery, e-commerce project, and the newly opened Pocosin American Indian Store. However, there are numerous non-profit agencies and banks in the Greensboro area operating affordable housing programs and a variety of small business support organizations that GNAA could refer people to or partner with to avoid duplication and spreading its staff and volunteers too thinly.
- Continue to refine the strategy of integrating the two different thrusts of the organization — human services delivery and income generation — into the Association's planning process by developing initiatives that address both pur-

poses. For example, the Guilford Native Industries project and the Pocosin Store were intended both to make money and to create better economic opportunity for Indian people. Any successful enterprise of the Association will likely create at least a few jobs or increased income for Indian people, thus minimizing their need for social services. To target the types of jobs created to those who need them the most may require some creativity; as WIA programs everywhere will attest, many of the higher-tech jobs being created today require education and training that the most needy workers do not have. The GNAA may have some natural niches to build from, however. For instance, a successful web and catalog-based crafts marketing initiative should increase the income of native artisans to the point where they could hire apprentices at a low wage and train them to carry on the craft.

- Explore the possibilities of contracting with an existing successful American Indian business to execute a specific aspect of product manufacturing or distribution. For example, there is a business consortium of tribes in New York that has approached GNAA about playing such a role.
- Continue to be an advocate for education and workforce development by taking the lead role in setting up job and business skills training for American Indians in the Association's 11-county service area, either through partnerships with area educational institutions or the development of a new GNAA program.

Specific Projects/Activities

- Identify a staff person and a few native artisans to take a field trip to Western North Carolina to visit with Handmade in America (HIA) and attend their Community Solutions Institute. Read the case study on Handmade that is included in the statewide report to NCIEDI. It is a national model of effective crafts marketing that includes a web site, business training for artisans, and a driving tour to artists' studios that are quality-certified by the organization. Glean ideas about how they explained the retailing system to artists. Consider taking the lead on a statewide initiative modeled after HIA that includes native artists from all the North Carolina tribes.

Resources:

- Pat Cabe, Handmade in America, Asheville, 828/252-0121, www.handmadeinamerica.org
- Community Solutions Institute: www.handmadeinamerica.org/consulting/solutions.htm
- Hold a facilitated one-day retreat for GNAA staff, board members, and economic development committee members as a first step to developing the elements of a five-year economic development plan for the organization. Include a brainstorming session on specific enterprise ideas for the Association.

- Designate at least one staff member and others who are interested to attend a local day-long workshop through SCORE or the SBC on how to develop a business plan. Take the brainstormed list from the meeting referenced above to the workshop, and select one or more of these to use in completing the financial analysis and other exercises that such a workshop includes. Small Business Center directors interviewed as part of the NCIEDI statewide assessment say that most business success and failure has more to do with the execution of an idea than the specific idea itself. There are no “sure-thing” businesses. The understanding about how to evaluate the feasibility of a business idea is what most potential entrepreneurs lack, but after going through the process of doing a business plan, that same training and series of steps can be applied to other ideas that the staff or board develops.
- Identify a small pilot group of motivated American Indian entrepreneurs, assess their business development needs, and help them to identify suitable training and resources in the area. Work with members who have already taken mainstream classes to develop a “pre-course orientation” and create opportunities for entrepreneurs to check in regularly with these business owners during training. When the pilot group completes their training, they can be called upon to mentor the next group.
- Develop a cohort of Internet-literate businesspersons (Native and non-Native) to form a virtual incubator. Use Internet technology, such as an on-line bulletin board, to support information exchange and encourage members to be accountable to each other in completing training, doing market research, taking advantage of business counseling (e.g. SCORE, Nusbaum Center), developing and critiquing business plans, and seeking and applying for capital.
- Contact other minority development organizations in the Greensboro area to explore potential partnerships. Use experience gained in working with a diverse American Indian population and the newly formed National Urban Indian Coalition to find and promote areas of common interest and need.

Resource person:

- Cynthia Clemmons, NCIEDI board member from the Institute for Minority Economic Development, Durham, 919/956-8889.
- Designate a GNAA staff person to represent the Association in the Greensboro Chamber of Commerce’s small business consortium and the Piedmont Entrepreneurs Network. Adapt information from the business seminars and other resources to be more useful to Native Americans who wish to start and maintain a profitable business. Use Native-only seminars or an Association business support newsletter to disseminate information.

Resource person:

- Charles Tuttle, Executive Director, Piedmont Entrepreneurs Network, 336/533-0025