

FM BF-101

FLAREHEAD ARMY FIELD MANUAL

ECONOMIC DEVELOPMENT OPERATIONS FOR LOCAL GOVERNMENT LEADERS



DEPARTMENT OF THE FLAREHEAD ARMY Miami, FL

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DISTRIBUTION RESTRICTION

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COMMEMORATION

Developed and published in celebration of the 250th Birthday of the United States Army.

BusinessFlare is a State of Florida Certified Veteran Owned Business

FOREWORD

This field manual provides doctrine for economic development operations in civilian government environments. It establishes the tactical framework for local government leaders, economic development professionals, and civic operators conducting mission-critical economic warfare in their areas of operation.

Economic development is not a desk job. It is boots-on-the-ground, intel-driven, mission-critical work that requires the same tactical mindset applied to military operations.

TABLE OF CONTENTS

Chapter 1: Introduction to Economic Development Operations

Chapter 2: Operational Environment and Threat Assessment

Chapter 3: Intelligence and Reconnaissance (ECOSINT)

Chapter 4: Tactical Mission Planning

Chapter 5: Deployment of Economic Payloads

Chapter 6: Base Defense and Retention Operations

Chapter 7: Real Estate and Development Operations

Chapter 8: Command, Control, and Coordination

Chapter 9: Specialized Operations

Chapter 10: Sustainment and Metrics

CHAPTER 1: INTRODUCTION TO ECONOMIC DEVELOPMENT OPERATIONS

1-1. PURPOSE AND SCOPE

This field manual establishes doctrine for conducting economic development operations within civilian areas of operation (AO). Economic development operations are continuous, mission-critical activities designed to secure economic terrain, eliminate threats to community prosperity, and establish sustainable growth platforms.

1-2. OPERATIONAL FRAMEWORK

Economic development operations follow established military principles:

a. Mission Analysis. Every economic development operation begins with clear mission analysis:

- Identify the Area of Operation (your city/region)
- Assess hostile terrain (blight, bureaucracy, brain drain)
- Secure the field (jobs, investment, growth)

b. Tactical Objectives. Economic development operations achieve the following tactical objectives:

- Build wealth in the community
- Support entrepreneurial forces
- Attract investment leading to job creation
- Improve quality of life metrics
- Enhance tax base sustainability

1-3. THE BUSINESSFLARE® DOCTRINE

The BusinessFlare® Approach serves as the foundational doctrine for economic development operations, derived from the successful South Beach operation - one of the most significant economic development victories of the last 30 years.

a. Origin Case Study: Operation South Beach Recovery

In the 1970s, Miami Beach's South Beach district was classified as one of the worst urban operational environments in the United States. The area was designated for major urban renewal operations. However, success came not through planned government operations, but through organic private sector initiatives that local government eventually supported and amplified.

b. Tactical Lessons Learned:

The South Beach operation succeeded through five critical tactical elements:

1. PRESERVE - Historic Art Deco architecture was defended against demolition
2. ENHANCE - Army Corps of Engineers conducted major beach enhancement operations
3. EXPOSE - Fashion photography and media operations provided strategic exposure
4. INVEST - Aggressive public investment in infrastructure and partnerships
5. CAPITALIZE - Leveraged international connections and capital access

1-4. OPERATIONAL PRINCIPLES

a. Cash Flow is King. All economic development operations must recognize that cash flow drives all business decisions. Only two factors improve cash flow: increased revenues and reduced expenses.

b. Economic Development is Inevitable. Economic development occurs continuously, but location is not predetermined. Tactical positioning determines where growth occurs.

c. Market is the Primary Weapon System. Without viable market conditions, no economic development operation can succeed.

d. Government as Obstacle and Enabler. Local government simultaneously serves as both obstacle and enabler to economic development. This dual role must be managed tactically.

CHAPTER 2: OPERATIONAL ENVIRONMENT AND THREAT ASSESSMENT

2-1. OPERATIONAL ENVIRONMENT

Economic development operations occur in complex, multi-threat environments requiring continuous assessment and adaptation.

a. Friendly Forces:

- Private sector investors and entrepreneurs
- Existing business assets
- Skilled workforce elements
- Supportive civic organizations
- Market-driven development partners

b. Neutral Elements:

- Regulatory agencies
- Infrastructure systems
- Regional economic conditions
- Demographic factors

2-2. THREAT IDENTIFICATION

a. Primary Threats:

Bureaucratic Sludge. Layers of regulatory obstacles that impede operational tempo and increase costs for friendly forces.

Economic Saboteurs. Political actors who actively oppose economic development operations for personal, political, or ideological reasons.

Ghost Town Zones. Abandoned or deteriorating commercial corridors that drain resources and create negative operational environments.

b. Secondary Threats:

- Brain drain operations by competitor communities
- Supply chain disruptions
- Capital market instability
- Regulatory uncertainty

2-3. TERRAIN ANALYSIS

Economic development operations require detailed terrain analysis across five key domains:

- a. LAND. Available real estate, development sites, infrastructure capacity, and geographic advantages/disadvantages.
- b. LABOR. Workforce skills, availability, housing conditions, transportation access, and training capabilities.
- c. CAPITAL. Local financing environment, credit conditions, public resources for incentives, and private investment capacity.
- d. MARKETS. Consumer demand, supplier networks, transportation access, and emerging market opportunities.
- e. REGULATION. Zoning frameworks, permitting processes, regulatory predictability, and business-friendly policies.

CHAPTER 3: INTELLIGENCE AND RECONNAISSANCE (ECOSINT)

3-1. INTELLIGENCE REQUIREMENTS

Before launching any economic development operation, commanders must gather comprehensive Economic (Open Source) Intelligence (ECOSINT). Operating without proper intelligence creates operational blindness and mission failure.

3-2. COLLECTION PLAN

a. Market Intelligence:

- Demographics and consumer behavior patterns
- Competitor community analysis
- Supply and demand assessments
- Investment trend analysis

b. Regulatory Intelligence:

- Permitting timelines and requirements
- Zoning restrictions and opportunities
- Fee structures and impact costs
- Political climate assessment

c. Infrastructure Intelligence:

- Utility capacity and reliability
- Transportation access and bottlenecks
- Telecommunications infrastructure
- Public safety and emergency services

3-3. INTELLIGENCE ANALYSIS

Raw intelligence must be processed into actionable intelligence products:

- a. Threat Assessment Reports. Identify specific obstacles to economic development operations.
- b. Opportunity Analysis. Highlight areas where tactical advantages exist.
- c. Competitive Intelligence. Assess capabilities and activities of competitor communities.
- d. Market Feasibility Studies. Determine viability of specific economic development operations.

3-4. INTELLIGENCE DISSEMINATION

Intelligence products must be distributed to all relevant personnel:

- Elected leadership
- Economic development staff
- Private sector partners
- Community stakeholders

CHAPTER 4: TACTICAL MISSION PLANNING

4-1. MISSION PLANNING PROCESS

Economic development operations require systematic mission planning following the Military Decision-Making Process (MDMP) adapted for civilian economic operations.

a. Step 1: Receipt of Mission

- Analyze economic development objectives
- Identify available resources
- Assess time constraints

b. Step 2: Mission Analysis

- Evaluate current economic conditions
- Identify threats and opportunities
- Determine commander's intent

c. Step 3: Course of Action Development

- Generate multiple tactical approaches
- Consider resource requirements
- Assess risk factors

d. Step 4: Course of Action Analysis

- War-game each option
- Identify decision points
- Assess probability of success

c. Step 5: Course of Action Comparison

- Evaluate against selection criteria
- Consider resource efficiency
- Assess political feasibility

f. Step 6: Course of Action Approval

- Brief leadership on recommended approach
- Obtain necessary approvals
- Prepare implementation orders

g. Step 7: Orders Production

- Develop detailed operation orders
- Assign responsibilities
- Establish timelines and metrics

4-2. THE FIVE OPERATIONAL QUESTIONS

Every economic development mission plan must address five critical operational questions derived from the BusinessFlare® Doctrine:

a. PRESERVE: What must be defended?

- Identify critical community assets requiring protection
- Assess threats to existing economic base
- Develop asset protection strategies

b. ENHANCE: What requires improvement?

- Identify infrastructure deficiencies
- Prioritize enhancement operations
- Determine resource requirements

c. EXPOSE: What requires visibility?

- Identify hidden community assets
- Develop exposure strategies
- Plan marketing and promotion operations

d. INVEST: Where should resources be concentrated?

- Prioritize investment opportunities
- Assess return on investment potential
- Coordinate public and private resources

e. CAPITALIZE: What advantages can be leveraged?

- Identify unique community strengths
- Develop leveraging strategies
- Create sustainable competitive advantages

CHAPTER 5: DEPLOYMENT OF ECONOMIC PAYLOADS

5-1. PAYLOAD DOCTRINE

Economic incentives are not handouts - they are precision payloads deployed with specific tactical objectives. Payload deployment requires careful targeting, timing, and assessment of effectiveness.

5-2. PAYLOAD TYPES

a. Direct Financial Payloads:

- Tax abatements and credits
- Grant funding
- Low-interest loan programs
- Infrastructure cost sharing

b. Regulatory Payloads:

- Expedited permitting
- Zoning modifications
- Fee reductions or waivers
- Development agreement terms

c. Infrastructure Payloads:

- Utility improvements
- Transportation enhancements
- Public facility development
- Technology infrastructure

5-3. TARGETING PROCEDURES

a. Target Identification:

- Assess strategic value of potential targets
- Evaluate mission fit and community benefit
- Confirm target capability and commitment

b. Payload Selection:

- Match payload type to target requirements
- Ensure payload sufficiency for mission success
- Consider resource constraints and alternatives

c. Deployment Authorization:

- Obtain necessary approvals
- Document payload terms and conditions
- Establish performance metrics and accountability

5-4. EFFECTIVENESS ASSESSMENT

All payload deployments require post-deployment assessment:

- Monitor target performance against commitments
- Assess community benefit realization
- Evaluate cost-effectiveness of deployment
- Document lessons learned for future operations

CHAPTER 6: BASE DEFENSE AND RETENTION OPERATIONS

6-1. RETENTION DOCTRINE

Before pursuing new targets, secure existing assets behind your lines. Business retention is active defense - a continuous operation to maintain and strengthen your economic base.

6-2. EARLY WARNING SYSTEMS

Establish intelligence networks to identify threats to existing businesses:

a. Human Intelligence Networks:

- Commercial real estate brokers
- Banking and financial partners
- Supplier and customer contacts
- Employee networks

b. Automated Monitoring Systems:

- Building permit applications
- Business license renewals
- Utility account changes
- Commercial property listings

6-3. BUSINESS RECONNAISSANCE AND ENGAGEMENT (BR&E)

Conduct regular patrols of your business community:

a. Scheduled Engagements:

- Annual business surveys
- Quarterly check-ins with major employers
- Monthly industry roundtables
- Weekly informal contacts

b. Assessment Criteria:

- Operational status and challenges
- Expansion or contraction plans
- Supply chain stability
- Workforce requirements

6-4. DEFENSIVE OPERATIONS

When threats to existing businesses are identified:

a. Immediate Response:

- Assess threat severity and timeline
- Mobilize appropriate resources
- Coordinate with business leadership
- Implement containment measures

b. Sustained Support:

- Provide technical assistance
- Facilitate regulatory solutions
- Connect with financing resources
- Coordinate workforce development

6-5. EXPANSION SUPPORT OPERATIONS

Existing businesses seeking to expand require specialized support:

- Site identification and evaluation
- Regulatory guidance and facilitation
- Infrastructure assessment and improvement
- Workforce development coordination

CHAPTER 7: REAL ESTATE AND DEVELOPMENT OPERATIONS

7-1. REAL ESTATE AS OPERATIONAL TERRAIN

Real estate development represents critical terrain in economic development operations. Control and influence over development processes directly impacts mission success.

7-2. GOVERNMENT ROLES IN DEVELOPMENT OPERATIONS

a. Regulatory Role:

- Zoning and land use control
- Building permit authority
- Occupational licensing
- Impact fee assessment

b. Facilitation Role:

- Market research provision
- Transparency and certainty
- Communication coordination
- Information aggregation

c. Participation Role:

- Direct development activities
- Public-private partnerships
- Land assembly operations
- Infrastructure investment

7-3. PRE-DEVELOPMENT INTELLIGENCE

Development operations require comprehensive intelligence gathering:

a. Market Intelligence:

- Demand analysis and projections
- Competitive environment assessment
- Pricing and absorption data
- Development cost analysis

b. Site Intelligence:

- Environmental conditions
- Infrastructure capacity
- Zoning and regulatory constraints
- Transportation access

c. Financial Intelligence:

- Financing market conditions
- Investment return requirements
- Public resource availability
- Incentive program parameters

7-4. PUBLIC-PRIVATE PARTNERSHIP OPERATIONS

a. Partnership Justification:

- Identified public benefit requirement
- Limited public funding availability
- Revenue source for private profit potential
- Risk transfer to appropriate party

b. Partnership Structures:

- Development agreements
- Ground lease arrangements
- Management agreements
- Concession agreements

c. Risk Management:

- Clear role definition
- Performance accountability
- Political risk mitigation
- Cost-benefit analysis

CHAPTER 8: COMMAND, CONTROL, AND COORDINATION

8-1. COMMAND STRUCTURE

Economic development operations require clear command and control structures with defined roles and responsibilities.

a. Strategic Level (Elected Leadership):

- Policy direction and approval
- Resource allocation decisions
- Political coordination
- Community representation

b. Operational Level (Economic Development Management):

- Program planning and implementation
- Stakeholder coordination
- Performance monitoring
- Resource management

c. Tactical Level (Implementation Staff):

- Daily operations
- Direct business interface
- Data collection and analysis
- Project management

8-2. COORDINATION REQUIREMENTS

a. Internal Coordination:

- Department and agency alignment
- Information sharing protocols
- Resource coordination
- Performance integration

b. External Coordination:

- Private sector partnerships
- Regional cooperation
- State and federal alignment
- Community engagement

8-3. COMMUNICATION PROTOCOLS

a. Internal Communications:

- Regular staff briefings
- Leadership reporting
- Interdepartmental coordination
- Performance dashboards

b. External Communications:

- Business community outreach
- Media and public relations
- Marketing and promotion
- Stakeholder updates

8-4. ORGANIZATIONAL VALUES

All personnel must internalize three critical values:

a. **CREDIBILITY:** Responsiveness, reliability, and professional competence in all interactions.

b. **INFORMATION:** Providing relevant, accurate, and timely information to support decision-making.

c. **CERTAINTY:** Creating predictable, fair, and efficient processes that support investment confidence.

CHAPTER 9: SPECIALIZED OPERATIONS

9-1. BUSINESS ATTRACTION OPERATIONS

a. Site Selection Process:

- Target identification and screening
- Information requirements and provision
- Site visits and presentations
- Negotiation and agreement

b. Readiness Requirements:

- Site inventory maintenance
- Information package preparation
- Response time standards
- Confidentiality protocols

9-2. RETAIL ATTRACTION OPERATIONS

Retail follows specific targeting criteria:

a. Market-Driven Selection:

- Demographics and traffic analysis
- Consumer behavior assessment
- Competition evaluation
- Real estate availability

b. Relationship Development:

- Real estate broker networks
- Developer partnerships
- Corporate relationship management
- Site selection consultant engagement

9-3. ENTREPRENEURSHIP SUPPORT OPERATIONS

a. Startup Support Systems:

- Business incubation programs
- Mentorship networks
- Access to capital facilitation
- Regulatory guidance

b. Innovation District Development:

- Technology infrastructure
- Collaborative workspace development
- University partnerships
- Venture capital engagement

9-4. INDUSTRY CLUSTER DEVELOPMENT

a. Cluster Identification:

- Existing industry analysis
- Competitive advantage assessment
- Supply chain mapping
- Growth potential evaluation

b. Cluster Development:

- Infrastructure specialization
- Workforce development programs
- Research and development partnerships
- Industry association support

CHAPTER 10: SUSTAINMENT AND METRICS

10-1. PERFORMANCE MEASUREMENT

Economic development operations require systematic performance measurement:

a. Input Metrics:

- Resource allocation
- Program participation
- Activity levels
- Investment expenditures

b. Output Metrics:

- Projects completed
- Businesses assisted
- Events conducted
- Materials produced

c. Outcome Metrics:

- Job creation and retention
- Investment attraction
- Tax base improvement
- Quality of life enhancement

10-2. ACCOUNTABILITY SYSTEMS

a. Reporting Requirements:

- Regular performance reports
- Annual outcome assessments
- Financial accountability
- Public transparency

b. Evaluation Criteria:

- Mission accomplishment
- Resource efficiency
- Stakeholder satisfaction
- Community impact

10-3. CONTINUOUS IMPROVEMENT

a. Lessons Learned Process:

- After-action reviews
- Best practice identification
- Process improvement
- Training updates

b. Adaptation Requirements:

- Market condition changes
- Policy adjustments
- Technology advancement
- Community evolution

APPENDIX A: TACTICAL CHECKLISTS

A-1. MISSION PLANNING CHECKLIST

Pre-Mission:

- Intelligence requirements identified
- Resource requirements determined
- Stakeholder coordination completed
- Risk assessment conducted
- Success metrics established

Mission Execution:

- Communication protocols activated
- Progress monitoring initiated
- Contingency plans prepared
- Stakeholder updates scheduled
- Documentation procedures followed

Post-Mission:

- Results assessment completed
- Lessons learned documented
- Stakeholder debriefing conducted
- Performance metrics updated
- Future planning initiated

A-2. BUSINESS RETENTION CHECKLIST

Early Warning Indicators:

- Permit application changes
- Employment level changes
- Facility modification activities
- Supply chain disruptions
- Management changes

Response Actions:

- Immediate contact established
- Situation assessment completed
- Resource requirements identified
- Assistance provided
- Follow-up scheduled

APPENDIX B: FORMS AND TEMPLATES

B-1. BUSINESS INTELLIGENCE REPORT (ECONINT-1)

Business Information:

- Company Name:
- Industry Classification:
- Employee Count:
- Annual Revenue:
- Facility Size:

Operational Status:

- Current Challenges:
- Expansion Plans:
- Resource Requirements:
- Risk Factors:
- Assistance Needed:

Assessment:

- Retention Probability:
- Growth Potential:
- Community Value:
- Action Required:

APPENDIX C: SPECIALIZED TOPICS

C-1. CRAFT BREWERY OPERATIONS

Craft breweries serve as economic development force multipliers:

a. Operational Characteristics:

- Pioneer positioning in developing areas
- Adaptive reuse of existing structures
- Community gathering place function
- Family-friendly social environment

b. Regulatory Considerations:

- Zoning compatibility analysis
- Alcohol licensing requirements
- Building code compliance
- Parking and transportation needs

C-2. PUBLIC MARKET OPERATIONS

Public markets provide tactical advantages for economic development:

a. Economic Benefits:

- Local economy stimulation
- Neighborhood revitalization
- Job creation for diverse populations
- Social inclusion enhancement

b. Implementation Strategy:

- Market system assessment
- Distribution network development
- Stakeholder collaboration
- Investment coordination

GLOSSARY

Area of Operation (AO): The geographic area assigned to a commander for economic development operations.

Business Reconnaissance and Engagement (BR&E): Systematic contact with existing businesses to assess status and needs.

ECOSINT: Economic (Open Source) Intelligence - information about market conditions, business environment, and development opportunities.

Economic Saboteurs: Individuals or groups who actively oppose economic development initiatives.

Ghost Town Zones: Deteriorated commercial areas requiring revitalization operations.

Payload: Economic incentives deployed to achieve specific development objectives.

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